



APPENDIX TO THE REPORT  
OF  
THE COMMISSIONERS.

VOLUME XVIII.

MINUTES OF EVIDENCE

relating to the following Departments:—

- I. NORTHERN INDIA SALT REVENUE DEPARTMENT,
- II. SALT AND EXCISE DEPARTMENTS,
- III. CUSTOMS DEPARTMENT,
- IV. BENGAL PILOT SERVICE,
- V. FACTORY AND BOILER INSPECTION DEPARTMENTS,
- VI. GEOLOGICAL SURVEY OF INDIA DEPARTMENT, and
- VII. INDIAN MINES DEPARTMENT,

Taken at Delhi, Calcutta, Madras, Bombay, and London, .

WITH

APPENDICES.

Presented to both Houses of Parliament by Command of His Majesty.



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ROYAL COMMISSION ON THE PUBLIC SERVICES IN INDIA.

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APPENDIX TO THE REPORT  
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VOLUME XVIII.

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MINUTES OF EVIDENCE

RELATING TO THE

NORTHERN INDIA SALT REVENUE  
DEPARTMENT

Taken at Delhi,

WITH

APPENDICES.

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## List of Witnesses examined before the Royal Commission.

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AT DELHI, SATURDAY, 29th NOVEMBER 1913.

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# MINUTES OF EVIDENCE

## TAKEN BEFORE THE ROYAL COMMISSION ON THE PUBLIC SERVICES IN INDIA RELATING TO THE NORTHERN INDIA SALT REVENUE DEPARTMENT

At Delhi, Wednesday, 5th November 1913.

### PRESENT:

THE EARL OF RONALDSHAY, M.P. (*in the Chair*).

Sir MURRAY HAMMICK, K.C.S.I., C.I.E.

Sir THEODORE MORISON, K.C.I.E.

MAHADEV BHASKAR CHAUBAL, Esq., C.S.I.

ABDUR RAHIM, Esq.

JAMES RAMSAY MACDONALD, Esq., M.P.

And the following Assistant Commissioner:—

G. F. BUCKLEY, Esq., Deputy Commissioner, Northern India Salt Revenue Department.

M. S. D. BUTLER, Esq., C.V.O., C.I.E. (*Joint Secretary*).

P. C. SCOTT O'CONNOR, Esq., Assistant Commissioner, Northern India Salt Revenue Department.

*Written Statement on behalf of the Officers of the  
Northern India Salt Revenue Department.\**

77,744. (I.) *Methods of Recruitment.—Present Conditions.*—(a) Excluding the Commissioner's appointment, which is reserved for a member of the Indian Civil Service, the cadre of the Department comprises 43 sanctioned appointments; and is recruited at a ratio of 3·7 per cent. per annum on sanctioned strength; giving an average recruitment of 1·5 per annum, or 1 and 2 men in alternate years; and includes, from time to time, a varying number of junior Probationary officers in temporary excess of the sanctioned strength.

(b) Appointments to the Superior Executive grades are made (a) by competitive examination among candidates nominated by the Commissioner of the Department, and (b) partly also by the promotion of subordinates of proved merit serving in the Department.

(c) The number of appointments offered to competitive examination is, usually, one a year. The second vacancy in each alternate year is available for allotment to a deserving subordinate of approved merit. If no qualified subordinate be forthcoming the second vacancy may also be thrown open to competitive examination.

A candidate who has successfully passed the competitive examination is appointed a Probationary Assistant Superintendent on Rs. 100 a month.

(d) A candidate must not be under 18 or over 25 years of age.

(e) Not less than three candidates are nominated for each expected vacancy and ordinarily not more than five are nominated.

(f) The examination of nominated candidates is held in the following subjects:—

#### *Compulsory.*

- (1) English composition.
- (2) Arithmetic.
- (3) English History and Literature (Elementary).
- (4) Indian History.
- (5) Indian Geography.
- (6) Elementary Inorganic Chemistry.

\* This statement was signed by Mr. P. C. Scott O'Connor, Assistant Commissioner, and Mr. E. D. Wilson, Superintendent, as representatives of the Department.

#### *Optional.*

- |       |  |
|-------|--|
| (7) { | Euclid (Book I to IV).                               |
|       | Plane Trigonometry.                                  |
|       | Algebra (up to, and including, Quadratic Equations). |
|       | French.  |
| (8) { | German.  |
|       | Latin.   |

*Proposed Improvements.*—(a) The present methods, speaking generally, are satisfactory; but great care should be taken in selecting candidates for the competitive examination so as to exclude undesirables. To effect this all candidates, appearing otherwise suitable, should be personally inspected by the Commissioner or Deputy Commissioner of the Department before being granted nominations. In the case of Indian candidates only men of good family and undoubted loyalty should be permitted to compete.

(b) Selection is of course only possible when there are a number of applicants. If the pay and prospects in the Department are not improved, Government will be compelled to take what they can get. For the competitive examination held in March 1912, six candidates were nominated; but only two presented themselves at the examination. This is reducing the competitive system to an absurdity.

(c) Should remain as at present.

(d) A candidate should not be under 18 or over 22 years of age on the birthday preceding the examination at which he wishes to compete; or, in other words, the age limit should be reduced by three years. The reasons for the desired change are—

(1) That persons between the ages of 18 and 22 are more amenable to discipline and "recruit drill" than those of a higher age, and are, therefore, more easily trained and make better officers.

(2) That the present age limit of 25 years unduly favours Indian candidates.

Anglo-Indians, whose sons are brought up and educated in this country, are invariably in straitened circumstances and are quite unable to afford to educate their sons much beyond the age of 20. On the other hand, Indians live cheaper and have greater facilities for cheap education. The result will be that Indian boys of 24 and 25 years of age will compete with

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[Continued.]

Europeans of 18 and 19, greatly to the disadvantage of the latter.

European candidates are required to furnish Baptismal certificates in proof of age; Indian candidates should also be required to furnish indisputable proof of age to prevent all possibility of unfair competition.

(c) and (f) Should remain as at present.

77,745. (II.) *Systems of Training and Probation.*—*Present Conditions.*—(a) At present there is no special system of training in the Department. Probationers are, as a rule, posted to one of the two larger centres, viz., the Sambhar Salt Lake and the Khewra Salt Mines. On passing the Departmental examination and being confirmed in their appointments, some of the younger officers are sent to the Engineering College at Rurki for a six months' training in surveying and levelling.

(b) The period of probation is usually one year.

(c) On the expiration of this period officers are called upon to undergo the Departmental examination which is held in the following subjects:—

(1) Manual of the Department Volumes I, II, and III.

(2) Arithmetic.

(3) Plane Table Surveying.

(4) Plans and Estimates for the construction of buildings.

(5) Ratton's Hand-book on Common Salt.

(6) Urdu.

*Proposed Improvements.*—(a) It is difficult to devise a satisfactory system of training as the Department is very small and the officers are very much scattered. The Department may be roughly divided into two branches, viz., Manufacture and Mining. Whatever may be the system introduced, the object to be aimed at is to give each and every officer in the Department a fair training in both of the branches, so that no difficulty may be experienced in replacing officers in either of the branches. At present this is not the case. Further, every officer should receive a training at the Rurki Engineering College, not only in surveying and levelling, but also in plan drawing and the preparation of estimates for the construction of buildings and other works.

Professional Engineers are not employed by the Department. All works, such as buildings, roads, bridges, tanks, &c., are entrusted to the officers of the Department and carried through by them. They should, therefore, have a fuller training at Rurki than they have received in the past. If officers were posted during the first two years of their service on manufacture operations at Sambhar and to the Mine at Khewra, it would enable them to pick up a fair working knowledge of these two subjects. A part of the third year of service could be usefully employed at Rurki in studying the Engineering subjects already mentioned. Under this scheme the first three years of an officer's service would be considered a period of training; and a rule should be made that no officer is to marry until the period of his training has expired. This would be a salutary rule in the interest of both Government and officers.

As regards Indians it should be the policy of Government to discourage early marriages, the evils of which are only too well-known.

(b) The period of probation should be one year as at present.

(c) If the scheme outlined above for the training of young officers is accepted, there should be two different Departmental examinations, viz., one for those entering the Department by competition and the other for promoted subordinates. For the former an examination in subject (1), (5), and (6), would be sufficient. For the latter the whole six subjects should be retained and English composition should be added. Promoted subordinates should be instructed in subjects (3) and (4) by officers who have qualified in those subjects. It would not be necessary to send promoted subordinates to Rurki for tuition.

77,746. (III.) *Conditions of Service.*—It might be stated, without fear of contradiction, that the lot of the Salt Officer is hard to beat. Isolation, monotony, and a desert life are his portion; and if to these we

add ever-present anxiety of mind for those dependent on him, and the constant chafing of narrow means; we have a fair picture of the average Salt man's life. On page 131, Chapter IX, of the Report of the Public Services Commission, 1886-87, we read, in reference to the Northern India Salt Department: "Officers are peculiarly exposed in the discharge of their duties to dangers and inconveniences arising from varying conditions of climate and other causes." Life in the Salt Department is more arduous than that in any other service in India. The officers live in small communities or in absolute isolation. In all Salt posts and stations supplies, even of the bazaar variety, are not always to be had. Tinned and bottled stores, articles of clothing, boots, &c., have in most cases to be imported. Even essential articles, such as bread and meat, are obtained from long distances. The water-supply in most Salt posts and stations is scarce and a danger to health. Medical aid in the majority of places is not to be had; and in the best of sub-stations there is no Medical Officer possessing higher qualifications than those of a Junior Assistant Surgeon. Consequently in the event of any serious case of illness or accident there would not only be extreme anxiety of mind but great expense would be involved in removing the patients for outside treatment, or importing medical aid and efficient nursing. Most of the work is carried on out of doors and the heaviest work falls in the summer months during the hottest hours of the day. "The service requires in some degree educational and in a high degree moral and physical qualifications"; so said the Public Services Commission of 1886-87. The isolation and hardships inevitable from location must, however, be borne; and we know it is not possible for Government to much improve the conditions and surroundings in which Salt Officers labour. All the more reason, therefore, for generous treatment on the part of Government in the matter of pay and allowances, which should be on a sufficiently generous scale to enable an officer, already labouring under serious disadvantages, to live, at least, in fair comfort without incurring debt; and to avail himself of the leave to which he is entitled. As the net revenue of the Department, after deducting all charges, including Treaty payments, was Rs. 70,59,864 in 1911-12, and will probably exceed that figure this year, the expenditure of a few more thousands in the interest of the welfare and happiness of the officers would not be very seriously felt. The following scale of pay is therefore suggested for favourable consideration:—

*Present Scale.*

	Rs.
1 Deputy Commissioner -	1,200-40-1,400
1 Assistant " -	1,000
1 " " -	900
4 " " -	500-30-800
7 Superintendents, I. grade -	400
7 " II. " -	350
7 " III. " -	300
8 " IV. " -	250
4 Assistant Superintendents, I. grade -	175
3 Assistant Superintendents, II. grade -	150
Probationers -	100

*Proposed Scale.*

	Rs.
1 Deputy Commissioner -	1,200-100-1,500
1 Assistant " -	1,000
1 " " -	900
1 " " -	800
3 " " -	700
3 Superintendents, I. grade -	500-20-600
10 " II. " -	400-20-500
10 " III. " -	300-20-400
4 Assistant Superintendents, I. grade -	250
3 Assistant Superintendents, II. grade -	200
Probationers -	150

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[Continued.]

The present rate of pay of Probationers, viz., Rs. 100 a month, is quite inadequate; more especially for European officers. A Probationer, on first appointment, has to provide himself with a horse, saddlery, and household furniture; and as he has no private means he is compelled to incur debt to meet these initial expenses. Moreover, as he holds the position of an officer in a Gazetted Department, a Probationer must live in some degree of respectability. It has been generally accepted that the cost of living in India has increased enormously, more especially in recent years. A Probationer struggling to keep himself alive and to maintain some show of respectability on Rs. 100 a month is not to be envied. Very soon he finds himself worsted in the unequal struggle, and turns for temporary relief to the money lender. Then begins the debt which mars his earlier life and usefulness and haunts him in later years. If an officer had fair prospects before him, debt in his earlier years would not, perhaps, matter very much; but, when the pay right through the service is inadequate, a debt, however small when first incurred, increases steadily, and clutches its victim ever more tightly as the years roll on, finally leaving him a broken-down and disappointed man. The pay of the Department, from the probationer to the Deputy Commissioner, should be on a reasonable scale to enable officers to live in some comfort to maintain their independence and keep out of debt, and, at the same time, to give their children a fair education and start in life. The pay of Probationers should, therefore, be fixed at Rs. 150, the very minimum a European officer can live on; and the pay in all the upper grades should be so improved that every officer may have a reasonable hope of rising to, at least, Rs. 600 before retirement. The bulk of the officers are in the Superintendents' grades. The majority of officers have in the past retired on pension from the 1st grade of Superintendents; e.g., there were 41 Superintendents in the Department on the 1st January 1891. Of these 41, no more than 12 rose to the grade of Assistant Commissioner. There is no reason to believe that the proportion of those retiring from the grade of Superintendent will be any lower in the future. If the majority are to retire on pension from the 1st grade of Superintendents, the pay of that grade should not be less than Rs. 600. The majority of officers would then retire on Rs. 300 a month, which cannot, by any stretch of the imagination, be considered a very princely pension. Under present conditions a man would be very sanguine, indeed, if he looked forward to a higher pay than Rs. 400 and a pension of Rs. 200. A pension of Rs. 200 a month for a European officer, after 30 years of hard and laborious toil, is cruelly small. After retirement, free medical attendance and rent-free quarters cease, making the pensioner's lot all the more difficult. On so small a pension he is unable to leave the country, and only goes to swell the ranks of the needy and impoverished; which is neither good for the Government nor for the individual.

The present maximum pay of Superintendent, viz., Rs. 400, is precisely what it was upward of 40 years ago. These officers are either very much underpaid now or were very much overpaid before. To prove that they were not overpaid before, we find the Commissioner of the Department representing in 1885, that the pay of the Superintendent was inadequate; and that many of the officers, more especially the married men, were hopelessly indebted; and expressing his opinion that "it is difficult to see how this can be otherwise." In the following year we find that the then Secretary of State for India realized the inadequacy of the pay, and sanctioned the raising of the pay of the Superintendents, 1st grade, from Rs. 400 to Rs. 500. This is sufficient proof that, as far back as 1886, it was found that the maximum pay of Superintendents was insufficient. If Rs. 405 was considered insufficient then, what ought it to be considered now? True, the Public Services Commission of 1886-87, reduced the pay again to Rs. 400; but this was not because they considered the officers were being overpaid, for they placed it on record that, "when recruitment is resumed the orders directing the reduction of salaries should be re-considered"; and we find Mr. A. O. Hume, the then

Commissioner of the Department, emphatically protesting against the reduction of the pay of the Superintendents, and stigmatising it as "an error of the greatest magnitude." It is clear from the evidence on record that 28 years ago Rs. 400 was found insufficient for Superintendents of the 1st grade, and Rs. 500 was not considered too much for them. Of recent years we find the pay of all Departments from the lowest to the highest grades being improved; solely and wholly on the grounds of the enormous increase in the cost of living; and even in our own Department, to pay of all ranks has been improved, Superintendents alone excepted; why or where has never been satisfactorily explained. By improving the pay of the seven superior appointments in the Department, the majority of the service has not been benefited. It has already been shown that the majority of men retire on pension from the 1st grade of Superintendents. This being so, no scheme of improvement will benefit the Department, as a whole, unless the pay of the grade from which the majority retire is increased. The argument that the good man has naught to fear for he can steeplechase over his confrères into the elysium of the superior grades is fallacious, for there are a very limited number of such appointments and the majority must do without them.

If further evidence of the difficulties and hardships under which the Department is labouring is needed, we have only to glance at the disposition list of the Department to see how many officers have been able to take advantage of the furlough rules. Twenty-six officers are entitled to furlough; but only eight out of these have been able to take advantage of the concession, and even these eight have not been able to take the whole of the leave to which they are entitled. Here is silent and unimpeachable testimony of the state of affairs in the service; for no one—not even in the best and most comfortable of services—willingly foregoes the leave to which his service entitles him. Let it not be thought that Salt Officers have no need and no desire for relaxation and rest; for, if there is any service in India, the members of which require change and rest, it is the Salt Department. To work year in and year out without change and rest, is good neither for the service nor for its members.

In 1910, the Superintendents and Assistant Superintendents of the Department submitted a memorial for the betterment of their pay and prospects. The only changes sanctioned provided for an increase of Rs. 50 in the local allowance paid to the Superintendent of the Mayo mines, and conferred local allowances of Rs. 100 upon the Superintendent-in-charge of the Worthgange depot at Khewra, and the Superintendent-in-charge of the manufacture branch at Sambhar. A similar allowance of Rs. 50 was granted to the two officers posted at Pachhadra. The number of I. grade superintendents was increased by one, i.e., from 6 to 7; but a corresponding reduction was made in the number of III. grade appointments, the number being reduced from 8 to 7. Further the rule requiring a probationary period of one year in the IV. grade of Superintendents was abolished. On the other hand, the Assistant Commissionership of Didwana was abolished; the net result being that Superintendents and Assistant Superintendents were left in a less favourable position than before. At the same time a very large economy was effected in the cost of the lower grades in the Department, consequent upon the reduction of a number of Inspectorships; and the Government effected a saving of Rs. 34,958 per annum. In the face of the hardships and inadequacy of pay of the officers of the Department and the increased work and responsibilities thrown on them as the result of the wholesale reduction in the staff, the whole or a part of the amount saved, viz., Rs. 34,958 might reasonably have been set-off against the cost of improving the pay in the grades most needing it.

In addition to the local allowances already referred to, the following posts carry special allowances.

Assistant Commissioner, Kohat Division	Rs. 100
Superintendent of Jattu Division	100
„ „ Bahadar Khel Division	100

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[Continued.]

	Rs.
Superintendents of Malgins Division - -	50
" " Waracha Mine - -	50
Superintendent and personal assistant to Commissioner - -	50

Officers stationed at the salt sources are provided with rent-free quarters; and Superintendents and Assistant Superintendents employed in the Internal Branch in the United Provinces of Agra and Oudh and in Behar are allowed house rent at Rs. 30, and Rs. 20 a month, respectively, from the 16th June to 30th September.

Horse allowance, it may be noted here, is not granted at any of the posts in the Department. This is very hard on officers who, at certain posts where no travelling allowance can be earned, have yet to keep horses for night patrolling and to carry them daily to and back from their work. A reasonable allowance for the upkeep of a horse should be granted by Government at all such posts.

While greatly appreciating the local allowances in the Department, it might be pointed out that they benefit only a small proportion of officers, and do not in any way improve the pay or the pension.

All services in which promotion is regulated by grades are apt to suffer from serious blocks in promotion. The Northern India Salt Revenue Department has been no exception. There have been very serious blocks in the past, officers having had to wait 10 and 12 years for promotion at a stretch, and unless the grades are now made incremental, more serious blocks in promotion will occur in the future. In a poorly paid Department, and in a Department moreover in which extension of service after 55 are liberally granted, an incremental system of promotion is the most satisfactory. We see no objection to an incremental scale of pay up to the 1st grade of Superintendents as already recommended in this memorandum; but should the incremental system not meet with approval the following scheme might be adopted in its place, grade promotions being granted right through in leave vacancies:—

	Rs.
Probationers - - - -	150
3 Assistant Superintendents, II. grade -	200
4 " " I. " -	250
9 Superintendents, IV. grade -	300
8 " " III. " -	400
7 " " II. " -	500
6 " " I. " -	600
3 Assistant Commissioners - -	700
1 " Commissioner - -	800
1 " " -	900
1 " " -	1,000
1 Deputy Commissioner - -	1,200-100-1,500

The increased cost of the incremental scale of pay will be Rs. 4,767½ monthly; and of the scale above Rs. 4,333½ monthly.

An increase in expenditure must be faced if the high standard of integrity and efficiency, which has been so marked a feature of the Department in the past, is to be maintained. When out of six candidates nominated only two appear at the examination, as happened in 1912, the service must be very unattractive indeed.

The scale of travelling allowance in the Department is as follows:—

	Railway Fare.	Mileage.	Diem Allowance.
		Rs. A. P.	Rs. A. P.
Deputy Commissioner	Double, I. class	0 8 0	7 8 0
Assistant Commissioner.	" "	0 8 0	5 0 0
Superintendent	Double, II. class	0 8 0	1 0 0
Assistant Superintendent.	" "	0 8 0	3 0 0

The scale for the Deputy Commissioner and Assistant Commissioners is satisfactory and falls for no

change. In the case of Superintendents the scale for mileage and diem allowance is also satisfactory, and no change is recommended, but in the matter of travelling allowance by rail they are not sufficiently generously treated. Superintendents are officers of full gazetted status and should not be required to travel second class on Indian railways. The second class on Indian railways is now used by all sorts and conditions of people, and it is both unbecoming and hurtful to the self-respect of a gazetted officer to travel in this class. The privileges attaching to gazetted rank should be extended to him so that he may be able to travel in a manner befitting his position. An officer's sense of self-respect should be fostered rather than crushed.

Moreover, two second class fares do not cover an officer's expenses when travelling by rail. For short journeys he can stand the loss, but in the case of long transfers, when he has to take all the members of his family, servants, and household property with him, the loss is very considerable. The places which he leaves and proceeds to do not offer facilities to dispose of and acquire articles of furniture, &c., which must, therefore, be transported regardless of the expense involved.

Before closing the subject of pay and allowances it should be stated that the Superintendents and Assistant Superintendents of the Department submitted a second memorial to the Government of India in 1912, saying:—

(i) That the pay and prospects of the Department might be improved;

(ii) That a time-scale of pay may replace the present system of grading;

(iii) That in leave vacancies there may be acting promotion if time-scale pay were not conceded;

(iv) That Superintendents may be granted double first class fare when travelling on duty by rail.

In forwarding the memorial to the Government of India the Commissioner of the Department recommended:—

(i) That Superintendents should receive double first class travelling allowance for railway journeys on occasions of transfer from one station to another;

(ii) That acting promotions from grade to grade should be given to the Superintendent and Assistant Superintendents; and

(iii) That the pay of Probationers should be raised from Rs. 100 to Rs. 150.

The memorial, however, was rejected in entirety by the Government of India.

77,747. (V.) Conditions of Leave.—The leave rules are, speaking generally, satisfactory, but we would submit the following points for favourable consideration:—

I. Officers to whom the European service leave rules apply are enabled under Article 308 (3) to avail themselves of furlough due, after an interval of 18 months from date of last return from privilege leave of over six weeks' duration and the furlough or privilege leave, if any, with which the furlough is combined, &c. The appointment of Deputy Commissioner and Assistant Commissioner came within the scope of the European service leave rules, but the appointment of Superintendent is governed by the Indian service leave rules.

Article 338 of the Indian service leave rules does not permit the taking of furlough, although due, at shorter intervals than eight years. This rule is extremely hard for European officers, and it is recommended that the concessions laid down in Article 308 (3) of the Civil Service Regulations be extended to Superintendents of the Northern India Salt Department.

II. An officer finding himself unable, from stress of financial circumstances, to avail himself of the furlough to which he is entitled might be permitted to commute it for a shorter period of leave on full pay. This would not hurt the service, would not necessitate increased expenditure, and would prove a boon to poorly-paid officers.

III. Furlough allowances out of India should be raised to two-thirds of the pay.

IV. Officers of the Indian services proceeding to the British Isles on leave on medical certificate should

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receive free medical attendance while on such leave at home.

77,748. (VI.) Conditions of Pensions.—The present rules governing pensions are, speaking generally, satisfactory, but the rule allowing officers to retire on half-pay pension after 25 years' pensionable service, without a medical certificate, should be extended to the Northern India Salt Department.

The rule permitting officers in certain of the services to remain on in service till the age of 60 years should be restricted to very special cases.

Officers of ordinary average abilities and attainments who can very easily be replaced should not be granted extension of service as a matter of course.

77,749. (VII.) Limitations in the Employment of Non-Europeans.—The Northern India Salt Revenue Department is one of the services in which a proportion of Europeans has always been held by the Government of India to be indispensable. This being so, a maximum should be laid down for non-Europeans, and we would suggest that this maximum should be 25 per cent., half these appointments going, as far as practicable, to Hindus and the remaining moiety to Muhammadans.

For the rest we should prefer to give our evidence orally on this point, for although every man is entitled to hold whatever views and opinions he may choose, a

great deal of trouble and bickering might be avoided by abstaining from proclaiming those views and opinions from the house-tops.

77,750. (VIII.) Relations of the Service with the Indian Civil Service and other Services.—The Commissioner of the Department is, and has always been, a member of the Indian Civil Service. That is as it should be, and we desire no change, but we would recommend that the Deputy Commissioner, the departmental head of the service, be permitted to officiate for the Commissioner in all leave vacancies. This would give promotion all down the line, and even temporary promotion is a god-send in a badly-paid service.

77,751. (IX.) Any other Points within the Terms of Reference to the Royal Commission not covered by the Preceding Heads.—I. That all officers be permitted to commute the whole or a part of their pension for cash payments.

II. That officers of the poorer-paid services desirous of leaving the country on retirement be granted a small cash bonus by Government (in addition to the usual pension), to enable them to meet the expenses of the voyage for themselves and for those dependent on them to England or the British Colonies. At present many European officers who would like to leave the country are unable to do so for want of means.

Mr. P. C. SCOTT O'CONNOR called and examined.

77,752. (Lord Ronaldshay.) The witness stated that he was the first man to enter the Department by competition in the year 1892. He joined on Rs. 150 and was now drawing Rs. 560. During his service several reductions had been made in the Department, and this combined with extensions of service to officers after the age of 55 years, had resulted in a block in promotion, and for 9 or 10 consecutive years he had received no promotion at all. He supported the joint memorandum sent in by the officers of the Department, and had been authorised by the officers to appear on their behalf. Although there were a few points on which there was some disagreement, the written statement, as a whole, represented the opinion of the majority. Some notes received from the senior Indian in the Department had been incorporated in it and therefore he thought it also represented Indian opinion. The Indian officials were given copies of the written statement after it was printed and assented to it generally except in connection with one or two points. There was no time, however, to send the memorandum round for discussion before it was printed. The number of Indians at the present time amongst Superintendents and Assistant Superintendents was 9 out of 38, or 45 including the Deputy Commissioner and the Assistant Commissioners, amongst whom there were no Indians.

77,753. With regard to recruitment, some officers were of opinion that the promotion of subordinates as a matter of course should cease, and that subordinates should only be promoted in very exceptional cases, as the promotion of a large number of subordinates tended to bring down the status of the superior grades and did not improve that of the Inspectors. If promotion to the superior grades was closed to Inspectors the pay of Inspectors ought to be raised from Rs. 100 to Rs. 200. Generally speaking the Department approved of the system of recruitment by examination among nominated candidates, but considered that the system on nomination might be improved. Candidates should appear before the Commissioner or the Deputy Commissioners prior to being nominated, because although they might be suitable from an educational point of view they might not make suitable officers for the Department. Some officers were considered not to be up to the right standard socially. Nominations by the Commissioner were preferred to nominations by a Board. Direct recruitment to the Department was necessary as it could not be worked by promoted subordinates. The Commissioner of the Department ought to have the right to fill one in every three vacancies by direct appointment without competitive examination. This would enable him to maintain the

proportion of Europeans and Indians and to secure good men who could not wait for the next competitive examination.

77,754. The best method of recruiting Indians, he thought, would be partly by promotion of very deserving subordinates and partly by competition, and he considered it would be best to have a separate examination for Indians. If the percentage of Indians was fixed in the Department he believed the best results would be obtained by having an examination for Indians only with a separate examination for Europeans. The educational qualifications were the same except in regard to Urdu. There would also be less misunderstanding on the part of the Indian candidates who were refused nominations. He preferred direct recruitment himself to promotion from the lower ranks. A man who had been a subordinate for 20 years remained a subordinate, or, at least, that was the opinion he had formed from experience of the men who had been promoted. The present age-limits rather favoured the Indian candidate. Among the seven Indians in the cadre of 43 some had been promoted from the subordinate service, and probably not more than four Indians were now in the Department as the result of competitive examination. If the pay and prospects were improved a higher class of Indian would come in and there would be much more competition amongst Indian candidates. At present the Department was not an attractive one.

77,755. With regard to engineering duties assigned to officers of the Department, there was no money limit to the work they had to undertake. A recent tunnel, for example, in the Khenrah Mine was being carried out by an officer of the Department at an estimated cost of Rs. 90,000. At the same time he would not recruit any officers from the Engineering Colleges. If the officers had a proper training at Kurki they would be better, but the men of the Department were competent now to do any engineering work which was required.

77,756. With regard to pay the witness said that a Probationer on Rs. 100 had to provide himself with a horse, saddlery, and furniture, a horse being a necessity having regard to the duties which had to be performed, such as getting to and from work, inspecting posts, and patrolling at night. The maximum pay of a Superintendent was now not more than it was 40 years ago, Rs. 400, and most men could only look forward to retiring from that grade on a pension of Rs. 200. There were 41 Superintendents in the Department on the 1st January 1891, and of those no more than 12 rose to the grade of Assistant Commissioner. In the year 1886 a maximum pay of

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[Continued.]

Rs. 500 was sanctioned. The Department was, therefore, asking for a rise of only Rs. 100 over the pay of 27 years ago. The cost of living had risen at least 33 per cent. during the past 27 years; so that Rs. 600—the pay now asked for for Superintendents 1st Grade—was not even the equivalent of Rs. 500 27 years ago.

77,757. With regard to the method by which salaries were paid, witness thought most of the Department preferred a time-scale, and the time-scale might be up to and including the grade of Superintendent, beyond which selection might come in. There was no stage in a Superintendent's career where his duties become more responsible; a Superintendent of the III. grade might be doing the duty which a Superintendent of the I. grade had been doing in the previous year. There would be no reason for selecting men as long as they were in the Superintendent's grade. If a time-scale were introduced, the present allowances should not be absorbed but should continue, because they were only given at posts where the work was difficult or a good deal of touring had to be done. The special allowances were attached to posts to compensate the holders for the hardships suffered and the onerous nature of the duty performed. The local allowances did not improve the pay or pension or leave allowances and sometimes acted rather detrimentally. A man who was holding a charge allowance post, although he might not be in good health, might not wish to give up the appointment. Unless the pay was very much improved—improved beyond what was asked for in the memorandum—the local allowances should not be absorbed, as the Commissioner would find it difficult to get men to serve willingly at the more isolated and difficult posts and on the North-West Frontier where men were exposed to danger.

77,758. With regard to the staff, it was only a skeleton one now, and he thought there was no possibility of reducing it. The pay and prospects were not sufficient to attract good candidates.

77,759. With regard to leave, the fact that it was not taken fully was attributable mainly to pecuniary difficulties. Out of 31 men who had furlough due to them now, only 14 have been able to take it, and those 14 had not been able to take the full amount. Witness himself had been 21 years in the Department, and had never been able to take a furlough as his pay would not permit him to do so. To remedy that state of affairs he maintained that furlough should be commuted for a small quantity of higher pay leave, and he did not think that would impose any additional expenditure upon the Government.

77,760. First class travelling allowance by rail should be given to Superintendents; they did not get it now. If that were done they would generally travel first class, except perhaps the lower ranks, who might continue to travel second. Government might, if they chose, demand certificates from officers in support of travelling allowance bills stating the class the officer travelled by. At the present time a Superintendent received double second class fare while on transfer, and if he was a married man with a family and servants and luggage accompanying him it would probably cost him five or six times the money he received from Government. Actual expenses should be reimbursed. Transfers in the Department were fairly frequent and formed an appreciable item of expense. During the whole of his service he had never been more than three years at a post, and the transfers were sometimes over very long distances, one of his transfers having been from a station on the Indus river to Bengal, something like 1,800 miles.

77,761. With reference to the proportion of Indians in the Service, he considered that in a Department which was a large Revenue Department, in which the strictest discipline had to be maintained, and in which a part of the subordinate establishment was armed, Europeans were necessary. Without any imputation on Indian officers he thought discipline was more efficiently obtained under European supervision. Moreover officers were posted in small colonies composed entirely of Salt officials, in two's and four's, and an

Indian officer placed in such a position would not be happy; he might be one amongst three Europeans. It would also affect the society of European officers. Social customs were so different that it was difficult for Europeans and Indians to live together in that way. The Department could find posts for 25 per cent. of Indians where they would be quite happy. The senior Indian Superintendent in the Department asked that it should be made 50 per cent. He also asked that the proportion of Hindus and Muhammadans in the Department should not be fixed; that Muhammadans should take their chance at the competitive examination. He also thought that the condition that candidates should be of good family was unnecessary in these enlightened and progressive days.

77,762. On the subject of pension, the witness said that by half-pay pension was meant half the pay of the last three years. He did not subscribe to the General Provident Fund, as, when it was started, he had already made provision for his family by taking out life policies. The General Provident Fund would not take the place of commutation of pension. An officer might put in 30 years' service and receive only what he had in the Provident Fund; it was his own money on which Government had only paid him 4 per cent. If an officer died shortly after leaving the Service his family received nothing from the Government. When a man put in 30 years' service he had a distinct claim on Government and he should receive something in the lump if he so desired. They asked to be entitled to commute the whole or part of the pension without any restriction. The claim to commutation would be surrendered if Government would agree to pay a certain sum to a pensioner's heirs in the event of a pensioner's death within a specified number of years. That would impose an additional expense upon the Government, but the officers thought they were entitled to ask for it.

77,763. (*Sir Murray Hamrick*.) The witness said the Department might be divided into three branches, mining in the salt range, the manufacture of salt, and the supervision of the saltpetre industry. The Superintendent at the salt mines had complete control. It was really mining, not quarrying, as it was a very old mine with two miles of tunnel and chambers 400 or 500 feet high. The Superintendent worked almost the whole day in the mine. The salt was brought to the depôt and the Superintendent in charge of the depôt had charge of the weighing. There were two Superintendents in charge of mines and a Superintendent at the depôt supervising the quality and the weighing of the salt. At Sambhur one Superintendent was in charge of the manufacture and another in charge of the weighing section. In connection with the supervision of the saltpetre industry there were eight circles with eight Superintendents, and they had to travel nine months in the year under canvas, drawing eight annas a mile for journeys over 20 miles by road, and Rs. 4 halting allowance. In July, August, and September they were at headquarters. The mining and manufacture of salt went on practically all the year round, although at Kheurah the miners during the rains left the mines and resided at the top of the hill. They worked in the mines all the hot weather. Out of the 29 Superintendents, eight were in the saltpetre industry, eight at the salt sources of Rajputana and on the mines, three or four on quarry operations, one at Sultampur salt works, and one acted as personal assistant to the Commissioner. The men were often transferred from one branch of the work to another, so that a man was liable to be transferred from the Punjab to Bihar and to an entirely different life. Tents were supplied by Government and houses at all the salt sources. In Bihar and the United Provinces an officer received house rent during the rains for three months in the year, the rate being Rs. 30 for Superintendents and Rs. 20 for Assistants. If, during the time he was at headquarters, he had to go out on tour, he was docked of one rupee a day by the Government. A married Superintendent had to keep up a house all the year round and received nothing for it except for three months of the year, and it was very seldom a house could be obtained under Rs. 60 or 70. The

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[Continued.]

Superintendents at the salt works in the Punjab and Rajputana all had houses.

77,764. (*Mr. Chaudh.*) The witness said the Department was practically a Department for the collection of revenue due to Government, and because it had a large subordinate establishment he considered a European was necessary. He had no doubt there were other departments for the collection of revenue in which Indians were more largely employed, but such departments were much closer in touch with their district officers. He agreed that in the nature of the work itself there was nothing which made it impossible for an Indian to carry on the duties of collection of revenue. Of the nine Indians in the Service one was in the grade of Rs. 400, one in Rs. 300, three in Rs. 250, one in Rs. 175, one in Rs. 150, and two probationers on Rs. 100. Of the nine, four were recruited by competitive examination after nomination, one being an M.A. and the other three B.A.'s. All entered on Rs. 100 as probationers except one, and all the nine had prospects of rising up to an Assistant Commissionership, though up to the present no Indian had risen to that rank. Mr. Lakmir Singh was the first Indian under the competition rules and he had not reached the position yet. Only persons nominated by the Commissioner could appear for the competitive examination. Of the four who came in by competition one came in before the age of 22. It was feared that if Indians came in at 24 and 25 years of age they would compete with Europeans of 18 or 19, and it was considered that an officer coming into the Department at the age of 25 was not so easily trained as a younger man.

77,765. Practically all the Superintendents were suffering the hardships described in the written statement, but he would not go so far as to say that they were all of them in debt. With regard to men not taking the leave they were entitled to, he believed the main reason was one of money. If a man could live on his leave allowance he would probably take his leave. Owing to the insufficiency of the pay during leave the men did not take the rest from work which they ought to take and otherwise would take.

77,766. On the subject of competitive examination without nomination, the witness thought it was very necessary that the Commissioner should see the candidates, because there were other things outside book-learning that had to be considered, such as physique. The Department required men of good health and also of good family, and those two things should have weight. At present there were about an equal number of Muhammadans and Hindus in the Service. The representation of communities was another matter that had to be taken carefully into account, and that might or might not be taken into account in the competitive examination. Selecting from the first ten in the examination would not give such a wide field as that given by selection. He thought that not more than five should be nominated for one appointment.

77,767. (*Mr. Macdonald.*) The witness said officers were liable to be transferred not only from one part of the country to another, but from one kind of work to another kind of work. He thought it was better to have men who could serve in any posts in the Department, though there was nothing in common with many of them. A man who was a good mining superintendent would have to learn the duties of a superintendent of a salt production factory, as the experience in the one would not help him much in the other. All the work carried on, such as buildings and roads and bridges and tanks, was subsidiary to the main business of salt production. The work was done by direct labour and the Superintendent was personally responsible. He had no expert subordinate or any experienced foreman to assist him. There was a good deal of such work in the Department. The work was carried out on estimates prepared by officers and sanctioned by the Commissioner, the officers taking out all the quantities, doing the surveying, and producing the estimates, and they were held responsible. He himself had had no training at all for that kind of thing, but some of the officers had been to Rurki, and all had to

pass in plane table surveying, estimating, and plan-drawing. The officers really picked the work up.

77,768. He thought that the first three years of an officer's service should be considered a period of training, because a man had to study several branches; salt manufacture, chemical processes, mining, the manufacture of saltpetre, and a certain amount of engineering. If the technical part of the work was made a little more scientific the candidates who presented themselves for nomination would be of a much better class provided the pay also was attractive.

77,769. At present the status of the Service was slightly deteriorating, and it was to meet that that monetary inducements were proposed. Improving the Service by training, and thus putting the Service on a higher plane, would not draw a better type of officer without improvement in the pay. He thought there was an impression abroad that the Department was a sort of backwater. The pay was bad, the work very hard, and the life more arduous and isolated than that of any other Department in India, and altogether the Department was very low down in the scale of preference. As it was not possible to improve the conditions of the life of the officers their status should be raised, and there should be considerable improvement in their pay.

77,770. With regard to probationers, when a man was appointed a probationer on Rs. 100 he had to set up a separate establishment of his own, furnishing a house and keeping his own servants. At present there were only two probationers. No advance was made by the Government towards horse, saddlery and other expenses, and if money was lacking the officer had to go to the money-lender. Advances from Government would be of assistance.

77,771. With regard to leave, the witness said he had taken medical leave on two occasions and short periods of privilege leave but not his full period. He had now three months' privilege leave due to him but he could not take it, and he could not take furlough although he was due two years, as he was not able to do so, and probably would not be able to afford it during the present year.

77,772. (*Mr. Abdur Rahim.*) The witness said that many meetings were held in different places for the purpose of drawing up the written statement. Those who did not attend the meetings sent in notes. He could not say whether any Indians attended the meetings, and he did not know whether they were invited, but notes were received from the senior Indian Superintendent at Agra, and he was asked by the officers to represent them in a deputation waiting upon the Head of the Department before it was known that the Department would be represented before the Commission. He could not say whether the written statement represented the views of the Indian members except that notes were received from the senior Superintendent for incorporation in the memorandum. No doubt Indians attended the meetings because he was asked to send them copies of the written statement and did so. There had been no time to consult officers in isolated posts.

77,773. There were four Muhammadans in the Service, two of whom entered by competition. The Commissioner received applications for appointments from Indians, but at present he believed there were not so many applying as formerly. A better class of Indians and non-Indians would be obtained by improved pay.

77,774. With regard to the commutation of pension he held that a man was due a reward after 30 years' service and he might be given the option of taking a smaller sum in cash or so much a month as pension. If he took money down he could buy property and settle down and the property would pass to his wife and children. As matters stood, if a man should die shortly after retiring on pension, and this frequently happened in the uncommuted services, his pension would cease and his family would be left destitute.

77,775. (*Sir Theodore Morison.*) The witness said the question of commutation was based almost entirely



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[Continued.]

upon the belief that pension was deferred pay, as the officers considered they had a right to something after 30 years' service. He believed the Government had acknowledged that the pension was deferred pay.

77,776. There had been no reduction in the work of the Department owing to the reduction of the duty on salt, and the necessity of supervision was still as great as it used to be, although the temptation to illicit manufacture was less than formerly. The number of detected smuggling cases in Kohat was rising, the smuggling being more for personal consumption than for sale.

77,777. With regard to furlough, the statement that 26 officers were entitled to furlough, but only eight had been able to take advantage of the con-

cession, had been modified since, the numbers now being 14 and 31.

77,778. With regard to the restriction of the number of Indians in the Department, the 25 per cent. proportion suggested was not attained under the present system. The Department thought it ought to be fixed in the interests of Indians themselves as well as Europeans, and the officers would be prepared to see an immediate rise in the Indian proportion for the purposes of getting it definitely fixed.

77,779. (*Mr. Buckley.*) The witness said that, although the Department was a revenue collecting Department, it had nothing whatever to do with handling money; it was really a large preventive establishment.

The witness withdrew.

At Delhi, Saturday, 29th November 1913.

PRESENT:

THE EARL OF RONALDSHAY, M.P. (*in the Chair*).

SIR MURRAY HAMMICK, K.C.S.I., C.I.E.  
SIR THEODORE MORISON, K.C.I.E.  
MAHADEV BHASKAR CHAUBAL, Esq., C.S.I.

ABDUR RAHIM, Esq.  
JAMES RAMSAY MACDONALD, Esq., M.P.

M. S. D. BUTLER, Esq., C.V.O., C.I.E. (*Joint Secretary*).

R. A. GAMBLE, Esq., I.C.S., Commissioner, Northern India Salt Revenue Department.

*Written Statement relating to the Northern India Salt Revenue Department.*

77,780. (I.) **Methods of Recruitment.**—The cadre of the superior executive grades of the Department is as follows:—

	Rupees a month.
1 Commissioner - - -	2,500
1 Deputy Commissioner -	1,200-40-1,400
1 Assistant Commissioner -	1,000
1 " " -	900
4 " Commissioners -	500-30-800
7 Superintendents, 1st grade -	400
7 " " 2nd " -	350
7 " " 3rd " -	300
8 " " 4th " -	250
4 Assistant Superintendents, 1st grade - - -	175
3 Assistant Superintendents, 2nd grade - - -	150

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Probationary Assistant Superintendents receive a salary of Rs. 100 a month.

The appointment of Commissioner is reserved for a member of the Indian Civil Service. The remaining 43 appointments are made under rules sanctioned by the Government of India in a letter from the Finance Department, No. 4283 S.R., of the 30th August 1900, which are summarised below.

The Department is ordinarily recruited at a ratio of 3·8 per cent. *per annum* on the sanctioned strength, or, in other words, the number of appointments made is one and two in alternate years. The number of appointments offered to competitive examination is usually one a year. The second vacancy in each alternate year is allotted to a deserving subordinate, if forthcoming, or, failing that, is offered to competition.

The qualifications necessary for the acceptance of candidates for competitive examination are the following:—

(a) A candidate must not be under 18 or above 25 years of age.

(b) He must furnish a medical certificate of physical fitness, and must satisfy the Commissioner

(1) that he is of good moral character; and (2) that he is of active habits, is able to ride, and to make journeys on horseback.

Not less than three candidates and ordinarily not more than five are nominated for each expected vacancy.

The examination of nominated candidates is held in the following subjects:—

<i>Compulsory Subjects.</i>	Marks.
(1) English Composition. (In allotting marks clear and legible handwriting will be considered) - - -	200
(2) Arithmetic - - -	150
(3) English History and Literature (Elementary) - - -	150
(4) Indian History from beginning of 17th century and Indian Geography -	150
(5) Elementary Inorganic Chemistry -	100

*Optional Subjects.*

\* One subject out of each of the following groups:—

(6) Euclid, Books I. to IV., Plane Trigonometry (Elementary) - - -	100
Algebra up to and including Quadratic Equation - - -	
(7) French, German, and Latin - - -	100
Total - - -	950

No candidate who fails to obtain 400 marks is appointed whatever his place in the examination.

A Probationary Assistant Superintendent is not confirmed in the appointment of Assistant Superintendent until—

(a) his service has been approved during a period of not less than one year's probation;

(b) he has passed in full the Departmental examination prescribed by the standing orders of the Department.

A Probationary Assistant Superintendent whose services are not approved, or who fails to pass the Departmental examination within one year from the date of his appointment, is liable to removal from his appointment.

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[Continued.]

Promoted subordinates must pass the Departmental examination or revert.

The present method of recruitment by competition among candidates nominated by the Commissioner has not been a success. There has been a marked falling off in the personnel, and we are not getting a really good class of candidates. Although there are doubtless other causes at work as well, the system of recruitment is, in my opinion, to a considerable extent responsible. We want men of good physique, active habits, power of control, and common sense rather than men who are able to beat others in a literary examination. It by no means follows that the candidate who is successful in the examination is the most suitable for the Department, and probably the fact of having to compete keeps a certain number of suitable candidates from seeking employment. No system of recruitment is perfect, but the best chance of success lies in a reversion to the method of direct nomination by the Commissioner without direct competitive examination. This is, I understand, the practice obtaining in Bombay. The Commissioner would, of course, satisfy himself before nominating a candidate that he has sufficient educational qualifications, and a further test could be applied in the subsequent Departmental examination, which might, if considered necessary, be revised in certain details with this object.

I would not fetter the discretion of the Commissioner in the matter of nomination. He should have the power of selecting candidates irrespective of race. There has recently been an increase in the number of Indian candidates for appointment. On the other hand, the number of European and Anglo-Indian candidates has fallen off.

The system of promoting subordinates should continue, but I would do away with the fixed proportion of one by promotion to two by nomination and leave the Commissioner discretion to appoint in any particular case either by nomination or promotion.

In regard to the age limit of 25, if my recommendation for abolishing the competitive examination is accepted I would propose no alteration. It is advisable that the range of choice should be as wide as possible, and 25 is the general age limit for recruitment in India.

77,781. (II.) System of Training and Probation. —The Departmental examination referred to embraces the following subjects:—The Laws and the Rules of the Department, Arithmetic, Plane Table Surveying, Plans and Estimates for Works and Buildings, Ratton's Handbook on Common Salt, and Urdu.

No special system of training has been prescribed for probationers, but as a rule they are posted to the most important centres of salt production, viz., the Sambhar Salt Lake and the Khewra Mine, to learn their work under the supervision of senior officers.

An officer who has passed the Departmental examination and has been confirmed in his appointment may also be deputed at any time to the Thomason Engineering College at Rurki for a six months' training in levelling and surveying.

I have no proposals to make under this head.

77,782. (III.) Conditions of Service.—Promotion to the various grades of Assistant Superintendent and Superintendent is given by seniority, subject, of course, to the work of an officer being satisfactory. Special promotion is in certain cases given for specially good work. Promotion to an Assistant Commissionership on Rs. 500-30-800 is given by selection, and the appointments of Senior Assistant Commissioner and Deputy Commissioner are also filled by selection.

All first appointments to the post of Assistant Commissioner, whether officiating or permanent, and all promotions involving the supercession of an officer in that grade, require the orders of the Government of India. Promotion to the appointment of Deputy Commissioner is also referred to the Government of India.

The duties of the Department are divided into two main branches (a) the manufacture, and mining and quarrying of salt and its issue to the public, and

(b) the protection of the Salt Revenue. For the latter purpose the areas in which there are exposures of rock salt, and the saline tracts, are patrolled in order to guard against the removal or illicit manufacture of salt, and supervision is also exercised over the manufacture of saltpetre, of which common salt is a bye-product, and sodium salts. All officers are liable to serve in either branch as circumstances may require. The operations of the Department extend over the North-West Frontier Province, the Punjab, the United Provinces, Behar, the Central Provinces, Rajputana, and Central India.

Life in the Department undoubtedly is hard, especially in regard to isolation and climate. Officers of the Department stationed on the frontier are also exposed to risks in repelling attacks or following in pursuit of trans-frontier raiders.

77,783. (IV.) Conditions of Salary.—The salaries of the various grades of officers have been given under Sub-head 1. (paragraph 71,780) *ante*, but are here repeated for facility of reference.—

	Rs. a month.
1 Commissioner - - - -	2,500
1 Deputy Commissioner - -	1,200-40-1,400
1 Assistant Commissioner -	1,000
1 " " - - - -	900
4 " " - - - -	500-30-800
7 Superintendents, 1st grade -	400
7 " 2nd " - - - -	350
7 " 3rd " - - - -	300
8 " 4th " - - - -	250
4 Assistant Superintendents, 1st grade - - - -	175
3 Assistant Superintendents, 2nd grade - - - -	150
— - - - Total.	44

Probationary Assistant Superintendents receive a salary of Rs. 100 a month.

In addition the following local allowances are attached to the appointments mentioned:—

	Rs. a month
Assistant Commissioner, Kohat Mines Division	100
Superintendent, Bahadur Khel Circle, Kohat Mines Division - - - -	100
Superintendent, Jatta Circle, Kohat Mines Division - - - -	100
*Superintendent, Malgin Circle, Kohat Mines Division - - - -	50
Superintendent and Manager, Mayo Mine, Cis-Indus and Kalabagh Mines Division - -	150
Superintendent-in-charge, Warthganj depôt, Cis-Indus and Kalabagh Mines Division -	100
Superintendent or Assistant Superintendent-in-charge, Warcha Mine, Cis-Indus and Kalabagh Mines Division - - - -	50
Superintendent or Assistant Superintendent, Eastern Circle, Pachbhadra Division - -	50
Superintendent or Assistant Superintendent, Western Circle, Pachbhadra Division - -	50
Superintendent-in-charge, Manufacturing Circle, Sambhar, Sambhar Lake Division - - - -	100
Superintendent and Personal Assistant to Commissioner - - - -	50

An Assistant Superintendent placed in charge of the Bahadur Khel or Jatta Circle, Kohat Mines Division, receives a local allowance of Rs. 50 per mensem.

All officers of the Department employed at the salt mines in the Punjab and the North-West Frontier Province, in the Rajanpur (Dera Ghazi Khan) Circle, at the Sultanpur salt works in the Punjab, and at the Rajputana salt sources, are provided with rent-free quarters.

\* Subject to the condition that the allowance is inadmissible when the Superintendent's emoluments exceed Rs. 3,000 a year.

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[Continued.]

Superintendents and Assistant Superintendents employed in the Internal (i.e., Preventive) Branch in the United Provinces of Agra and Oudh and Behar are allowed house rent at Rs. 30 and Rs. 20 a month respectively, from the 16th June to 30th September, subject to a deduction of Rs. 1 for any day on which they draw travelling allowance.

Travelling allowances are allowed to officers on tour at the following scales:—

	Rate of Daily Allowance.	Class of Carriage allowed by Rail.	Mileage for Journeys by Road.
Commissioner - - -	Rs. a. p. 10 0 0	Double, 1st class.	8 As. a mile.
Deputy Commissioner -	7 8 0	"	"
Assistant Commissioner -	5 0 0	"	"
Superintendents - - -	4 0 0	Double, 2nd class.	"
Assistant Superintendent	3 0 0	"	"

On transfer, Assistant Superintendents being non-gazetted officers are alone allowed family travelling allowance under Article 1098 of the Civil Service Regulations.

I am of opinion that a substantial increase in the salaries of the several grades has now become necessary. The cost of living has greatly increased in recent years, and officers find it most difficult to live in accordance with their status and make both ends meet. The officers as already stated, carry on their work in many cases under hard conditions as to isolation and climate, and should receive adequate remuneration. A high standard of integrity is also necessary and has, I am glad to be able to say, hitherto existed, and this must be paid for. Moreover, the present salaries are not sufficient to attract the right class of recruit, and, as a rule, it is only men who cannot get employment in other Departments who join the Salt Department. What has hitherto principally stood in the way of a considerable increase in the pay of Superintendents is the scale of salaries which is in force in the corresponding services in Madras and Bombay. But whatever may be the case in those Presidencies, I now consider that the salaries in the Northern India Salt Department are inadequate, and that unless they are raised, the efficiency of the Department will be detrimentally affected, and suitable recruits will not be forthcoming.

In considering the question of the adequacy of salaries, the amount of pension to which an officer is entitled must also be borne in mind. The pension of an officer who does not rise above the position of Superintendent, 1st grade, on Rs. 400 is limited to Rs. 200 a month. This is a very small amount, especially when it is remembered that the majority of officers have the benefit of a house free of rent during their service, and this is lost on retirement.

I would recommend the grant of officiating promotion from grade to grade. It is to a great extent a question of terms. There is for all practical purposes very little, if any, distinction between a "grade" and a "class." If Superintendents were divided into classes instead of grades such officiating promotion would be admissible under rule. It is allowed in the case of Assistant Commissioners whose appointments are divided into classes.

In regard to the question of a time scale of pay, there is certainly a strong argument in its favour in that it obviates the hardship caused by blocks in promotion. On the other hand, in a Department such as mine it would do away with an incentive to good work, and would I fear tend to slackness and inefficiency. There is as matters stand a probability of a block in promotion hereafter in the Department, but it is difficult to prophesy with certainty in such a matter as a few unforeseen events upset all calculations in the case of a small cadre. Promotion has recently been rapid, and in the case of men who have received

rapid advancement, some retardation in promotion would not be so serious a hardship. Taking all the circumstances into consideration, I am not in favour of the introduction of a time scale in the Northern India Salt Department. This was also the conclusion arrived at by my predecessor, Sir Richard Dane.

In the case of journeys on transfer the rate of travelling allowance now admissible is not sufficient. The general question of travelling allowance on transfer has probably been under consideration by the Royal Commission and the officers of my Department should get the benefit of any general changes that may be decided upon. In their case the rules operate with special harshness, as they often have transfers to great distances.

No provision is made in the cadre for leave. An addition to the cadre should be made for this purpose.

77,784. (V.) Conditions of Leave.—The conditions of leave applicable to officers of the rank of Deputy Commissioner and Assistant Commissioner are those contained in the Civil Service Regulations, Chapter XIII, Long leave—European Services. Superintendents and Assistant Superintendents are subject to the Indian Services Leave Rules in Chapter XIV. All officers come under the ordinary rules for privilege leave.

Whatever general changes are made in the leave rules will presumably apply to my Department equally with others, and it does not appear necessary for me to offer detailed suggestions. I may, however, offer the opinion that it is advisable that some period of furlough on full pay should be allowed instead of on half pay only. Officers in the lower paid services can rarely take furlough on half pay, and they are crippled financially when they do so.

Further, instead of having hard and fast rules as to the periods after which furlough can be taken, a preferable system would, in my opinion, be to maintain a ledger account for each officer of the amount of furlough earned and availed of, and to allow furlough, within a prescribed maximum, to be taken at any time, provided the officer can be conveniently spared.

77,785. (VI.) Conditions of Pension.—The conditions of pension are those applicable to all services except those specified in Art. 349, Civil Service Regulations, and are contained in Chapters XV. to XIX.

Here, again, any changes which will apply to the services generally will affect my Department. The only points on which I would make suggestions are (a) that the maximum pension of Rs. 5,000 should be raised to Rs. 6,000, and (b) that the appointment of Deputy Commissioner, Northern India Salt Revenue Department, should be included among those qualifying for a special pension. The Government of India recommended (b), but the proposal was not accepted by the Secretary of State.

77,786. (VII.) Such limitations as may exist in the employment of non-Europeans and the working of the existing division of services into Imperial and Provincial.—No limitations exist as to the employment of non-Europeans in the Department. As I have already stated, I am of opinion that the Commissioner should have the power of selection irrespective of race. At the same time, I consider that it is necessary, in the interests of discipline and efficiency in certain areas, to maintain a certain proportion of salt revenue, to maintain the Indian element in the North-West Frontier, where an armed establishment is maintained to guard against the extensive and numerous exposures of rock salt, European officers are required.

77,787. (VIII.) The relations of the Service with the Indian Civil Service and other Services.—The Department has no special relation with other services except in so far as (1) the Commissioner of the Department is a member of the Indian Civil Service, and (2) the Deputy Commissioner of Kolat is, for special political considerations, *ex-officio* a Deputy Commissioner of the Department in respect of the Kolat salt mines.

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Mr. R. A. GAMBLE.

[Continued.]

Mr. R. A. GAMBLE called and examined.

77,788. (*Lord Ronaldshay.*) The witness said he was appointed Commissioner of the Northern India Salt Revenue Department in November 1907, but had acted on a previous occasion for over a year. He was a member of the Indian Civil Service, and had had no experience of the work in the Salt Revenue Department before being appointed Commissioner, but he found no difficulty in making himself acquainted with it. Some experience, however, was required before a man could become an efficient head, as two or three years must elapse before the working of the Department was thoroughly understood. He would not, however, on those grounds recommend that the post should not be held by a member of the Indian Civil Service.

77,789. The witness disapproved of the present system of recruitment by a restricted competitive examination. He had once recommended that the system should be given a more extended trial, but further experience had convinced him that there should be a change.

77,790. On a recent occasion out of four nominated candidates, not six, as had erroneously been stated by a previous witness, only two presented themselves for the examination. One who did not appear had found employment elsewhere in the meantime. There had been several cases in which young men who had been nominated had not appeared, and he believed that was in some cases due to their preferring to go into other Departments. Sickness was sometimes put forward as a reason for not appearing. His main ground for wishing to abolish the examination was that he did not think a literary examination was a real test for employment in the Department.

77,791. Men were required with good physique and fond of outdoor pursuits. In making nominations he was obliged to nominate at least three, and one might be distinctly superior to the other two. Generally speaking applications were received for posts, but he had also written to schools, without getting much response. There was no advertising in the papers for candidates. He did not contemplate any change, as the Department was well known all over the north of India.

77,792. The witness considered there was something in the complaint that the present age limits were unfair to the Anglo-Indian community, because as a rule the Anglo-Indian could not afford to keep his son much beyond 20. If the examination was retained he thought the age might be reduced to 22 as the maximum.

77,793. With regard to the cadre, the witness did not think it would be possible to recruit the Department from other Departments, as, for instance, from the Public Works Department for Mining, and from the Police Department for preventive work. Men could not be kept indefinitely in one appointment; they required the general training of the Department, which was not really split up into two distinct branches. The division made in his written statement of the duties into two main branches was a very rough one and interchangeability between the offices was desirable. Some officers had to do both classes of duties. Hitherto the Department had provided officers who were competent to carry out all the engineering work that came within its scope. There were not many works of great importance, and where important work occurred specially selected men were taken from the Department; if there were no really good men it was always possible to call on the Public Works Department for assistance.

77,794. With reference to the work of Assistant Commissioners and Superintendents, the witness said the Assistant Commissioner was responsible to the Commissioner for the whole of the work in the division and also had a great deal of office work. The Superintendent had much less responsible and important duties, and not, as a rule, much office work. The best of the Superintendents were required for Assistant Commissioners. The Deputy Commissioner was the depository of all the technical knowledge and history of the

Department, and the general adviser of the Commissioner on every question of importance that arose. A new Commissioner coming into the Department would be at a considerable loss without an experienced Deputy Commissioner. There had been cases in which the Deputy Commissioner had acted when the Commissioner was on leave, but, as a rule, he would not recommend that practice except in quite short vacancies.

77,795. The witness said Indians were employed both on preventive work and on the manufacture of salt. It was important to have a certain number of Europeans for various posts. He had mentioned some such posts in his written statement. Another was that of Assistant Superintendent of the mine at Khewra, who should ordinarily be a European or Anglo-Indian, as there were nearly a thousand workmen employed in the mine who were very troublesome people, and the sanitation of the mining village was also in his hands. It was a very difficult and responsible post.

77,796. There were nine Indians, including two probationers, in the Department, and five of the nine were promoted subordinates, men specially selected for promotion because of their qualifications. They were generally well educated men with a good knowledge of English. A higher class of directly recruited men was required, and if the pay was increased he hoped to obtain a class decidedly superior to what was being obtained now. There was at present no great difference between directly recruited men and promoted subordinates, but a good recruit might be lost or the promotion of a good subordinate be unduly delayed if discretion were not left to the head of the Department in regard to the proportion to be recruited by nomination and by promotion. According to the Government of India rules, if, in the case of a vacancy ordinarily to be filled by promotion, no man was fit for promotion, the Commissioner could appoint after nomination and examination, but if a man was fit for promotion he had to be promoted.

77,797. Probationary Assistant Inspectors were liable to be dismissed if they had not proved satisfactory during their year of probation, but that happened very rarely. He could only remember three cases of probationers who had failed in the examination and had been turned out of the Department. A man who did not pass the examination at first was generally given another chance if his work was satisfactory; but the man whose work was not satisfactory had to go.

77,798. With regard to salaries, under the present system an officer's work frequently came under review with reference to promotion. A man who knew that his promotion depended on his work had a much greater incentive to make himself efficient. A man who did specially good work sometimes received promotion over the heads of others. His main reason for objecting to a time scale was that in the Department it was necessary to have a stronger incentive to good work than a time scale would provide. A time scale going right up through Assistant Commissioners would be a very great mistake. He recognised the difficulty of an officer's remuneration depending, not on the amount of service rendered, but on the accidents of death, or retirement, or bad recruitment; but it was a question as between efficiency and possible hardship, and he had come to the conclusion that efficiency was the object to be aimed at. He thought a kind of compromise between the time scale and the ordinary scale, i.e., an incremental scale, was not open to the same objection, as an officer's work would still come under review. A man, for instance, in the grade of Rs. 300 rising to Rs. 400 would have his work reviewed before promotion to the next higher grade, and would have some incentive to work. An incremental scale would not absolutely stop blocks, but it would mitigate the hardships, because a man would receive an increment in each of the five years which it would take him to rise from the lowest to the

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Mr. R. A. GAMBLE.

[Continued.]

highest pay of the grade. It was much more easy to stop a man's promotion than his increments, and as a matter of practice throughout the Service it was very rare that a man's increment was stopped.

77,799. All the men appointed by examination had to pass through the Probationary Assistant Superintendent grade, but, as a rule, had not to stay any length of time in the grade of Rs. 100. A probationer on Rs. 100 had not to provide himself with a horse when he first joined, but he had to set up a house, and Rs. 100 was absolutely too low for a probationer. It would be a good thing to give a man a lump sum as a gift for his outfit, but he did not know of any service in which it was given.

77,800. The witness considered the proposals put forward by officers as to salary were quite reasonable, but there were one or two little matters in which he suggested an alteration. The lowest grade of Assistant Commissioners might consist of four appointments on Rs. 700, rising to Rs. 800, instead of having three on Rs. 700 and one on Rs. 800. Having in view the fact that good initial pay was a very strong factor in attracting recruits, he recommended that the last grade of Assistant Superintendents should be Rs. 250 and that there should be no Rs. 200 grade. Probationers should have at least Rs. 150, and he preferred Rs. 175, which was recommended by his predecessor eight years ago.

77,801. With reference to the special allowances, they were really necessary for the particular work done in particular places. The Superintendent of the Mayo Mine, for instance, absolutely required at least Rs. 150 in addition to his regular pay. The allowances were recommended on the ground of the work or the specially unpleasant conditions in which officers had to live. Even with the increased pay recommended in the scheme the local allowances should still be continued.

77,802. Four or five appointments would be necessary to create an adequate leave reserve; he based that figure on statistics covering the last five years. The October list of the Department showed eight men on leave and eight subordinates acting for them, and he did not think that was right.

77,803. With reference to the complaint that out of 29 men who had furlough due to them only 10 had taken it, the witness said that was not due to the want of a leave reserve, but to the allowances and pay being insufficient. He would give officers the option of taking a certain portion of furlough on full pay or a longer portion on half pay.

77,804. He was strongly of opinion that it was advisable not to provincialise the service, but to retain the one service for the whole of Northern India. In the north of India the Department had not only preventive work to do but the actual manufacture of salt. He would not say that the preventive work could not be done by the Provincial and Excise Department, but he thought it would be better done by the Salt Department. It had been decided by the Government of India that Bihar should be given to the Provincial Government, but there was no manufacture of salt there.

77,805. (Sir Murray Hanmick.) The witness said there was no salt manufacture in the Central Provinces and very little preventive work. There was a factory using salt, and that factory had to be visited in connection with rebates. In the United Provinces there was a preventive establishment, as a great deal of saltpetre was manufactured there, and there were large saline tracts. There was no strong reason against the United Provinces Excise Department doing the preventive work and the supervision of saltpetre if they maintained the establishment to do it, but if much was taken from the Northern India Salt Department the cadre would become so small as to be absolutely unworkable. If each Province made its own salt and had its own preventive establishment, as in Madras, it would be an absolute reversal of the whole previous policy, which had been to concentrate the work of manufacturing salt under a technical department. It would be difficult for the Punjab Government, for instance, to find officers to work the

salt mines. A salt mine was a very much more difficult business than making salt in salt pans, as in Madras. If the Northern India Salt Department were broken up into a number of small departments it would not work nearly so efficiently as at present.

77,806. With reference to recruitment, the witness said it was laid down by the Government of India, in pursuance of the recommendations of the last Public Services Commission, that there should be competition, and he thought it was also laid down for Madras and Bombay. The date of the actual orders laying down the present rules was 1900.

77,807. (Mr. Abdur Rahim.) The witness said most of the Indians in the Department recruited by competition had come in recently. Now that so many Indians were being turned out of the colleges and schools, and employment was becoming more difficult to find, they applied in larger numbers to the Salt Department, which was well known all over the north of India. He had no objection to advertising vacancies; it might bring a larger number of applicants, but he did not know whether it would bring a better class. He was quite ready to employ more Indians, and in fact was ready to recruit irrespective of race if the men were suitable.

77,808. (Mr. Macdonald.) The witness said the question of an Imperial Salt Department for the whole of India had been considered some years ago, and personally he was inclined to think it would be a good thing, but Madras and Bombay would not listen to it. One large department for the whole of India would have the advantage of improving the cadre.

77,809. With reference to recruitment, competition was not the proper test for the kind of officer wanted in the Department. He had to nominate three men, and in that nomination took into consideration the qualities required, but the best of the three might not come out successfully in the literary examination which followed.

77,810. (Mr. Chaulat.) The witness said that between the years 1901 and 1913 four Indians came in by competition, and three of those came in between 1911 and 1913.

77,811. With reference to his objection to examinations, the witness said he thought the Commissioner was able to judge whether any nominee who came before him had sufficient education for the Department, and could apply a further test in the Departmental examination later. A purely literary test between nominees was not required at all. All applicants sent in testimonials and certificates, and the Commissioner was largely guided by the school and university record. He also looked to see whether a man was fit and had a fondness for outdoor pursuits, and also for evidence of moral character. The certificates were examined and the men interviewed, and he then came to a conclusion as to whether they would make suitable salt officers. There was, no doubt, a possibility of the Commissioner not using his discretion properly, but no system was perfect, and it was necessary to trust the Commissioner to do the best for the Department.

77,812-943. (Sir Theodore Morison.) The witness said that since the salt tax had been reduced he had reduced his preventive establishment considerably, because there was not the same danger of illicit manufacture. There was something to be said for the Department confining its activities to manufacturing only and risking the possibility of small local manufacture. The salt tax, however, was subject to enhancement hereafter in the case of any national danger, and once an establishment had been disbanded there was some difficulty in getting it together again. He did not place much importance on the question of the saline tracts, because he thought there would be very little earth salt made even if the preventive service was withdrawn. In the enormous salt exposures at Kohat and in the Salt Range it might be worth a man's while to take large quantities of salt, but the danger had been greatly reduced by the reduction of the duty. It was very difficult to say whether the loss to the State prevented by the service justified its cost.

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Mr. R. A. GAMBLE.

[Continued.]

In the saltpetre factories there was a good deal of leakage, and without a preventive service that would considerably increase. It was quite a question whether as matters stood the service was doing very useful work, speaking more of the United Provinces and Bihar than the Salt Range and the Frontier, where enormous exposures occurred, but even there he had reduced the

preventive establishment, and the number of cases that occurred were very small indeed. He thought the service would have to be kept up partly on the ground that the salt tax might be enhanced in future, and also because it was very difficult to gauge what the smuggling would be if the preventive department were abolished.

The witness withdrew.

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## APPENDICES.

## LIST OF APPENDICES.

I.—STATEMENT of the CIVIL APPOINTMENTS on Rs. 200 a month and over held by EUROPEANS, ANGLO-INDIANS, and INDIANS, on the 1st April 1913, in the NORTHERN INDIA SALT REVENUE DEPARTMENT.

II.—OFFICIALS and NON-OFFICIALS who furnished WRITTEN EVIDENCE to the ROYAL COMMISSION in connection with their ENQUIRY into the NORTHERN INDIA SALT REVENUE DEPARTMENT, but who were not ORALLY EXAMINED.

## APPENDIX I.

STATEMENT of the CIVIL APPOINTMENTS on Rs. 200 a Month and over held by EUROPEANS, ANGLO-INDIANS, and INDIANS, on the 1st April 1913, in the NORTHERN INDIA SALT REVENUE DEPARTMENT.

		Number of Employés in each Grade or Class.															
Pay.	Total	Europeans.	Anglo-Indians.	Hindus (including Sikhs and Parsis).										Muhammadians.	Indian Christians.	Buddhists.	
				Brahmans (including Shenvais).	Kshatriyas.	Kaiyasthas (including Prabhus).	Baniyas and Vaiyas.	Sudras.	Other Hindus (i.e., other than those shown in cols. 5 to 9).	Total Hindus (cols 5 to 10).	Sikhs.	Parsis.	Total Hindus, Sikhs, and Parsis (cols. 11 to 13).				
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.	17.	
Rs.																	
200—300	8	2	3	1	—	—	—	—	1	2	1	—	3	—	—	—	
300—400	14	5	9	—	—	—	—	—	—	—	—	—	—	1	—	—	
400—500	7	4	2	—	—	—	—	—	—	—	1	—	1	—	—	—	
500—600	3	2	1	—	—	—	—	—	—	—	—	—	—	—	—	—	
600—700	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	
900—1,000	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	
1,000—1,200	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	
1,200—1,400	1	—	1	—	—	—	—	—	—	—	—	—	—	—	—	—	
Total	36	16	15	1	—	—	—	—	1	2	2	—	4	1	—	—	

## APPENDIX II.

OFFICIALS and NON-OFFICIALS who furnished WRITTEN EVIDENCE to the ROYAL COMMISSION in connection with their ENQUIRY into the NORTHERN INDIA SALT REVENUE DEPARTMENT, but who were not ORALLY EXAMINED.

1. H. O'DONNELL, Esq., Superintendent, Northern India Salt Revenue Department.
2. JAGAN NATH, Esq., late Professor of Science, Khalsa College, Sambhar.

## - I N D E X .

## NORTHERN INDIA SALT REVENUE DEPARTMENT.

(The numbers refer to paragraphs.)

**A.**Accommodation, tents supplied, and houses at salt sources, *O'Connor* - - - 77,746, 77,763Age limit (*see under* Recruitment).Allowances (*see under* Pay).

Anglo-Indians, Civil appointments on Rs. 200 a month and over, held by, 1st April 1913 - - - p. 16

**B.**Bihar, salt officers, superintendents and assistants, house rent, *O'Connor* - - - 77,746, 77,763**C.**Central Provinces, no salt manufacture and very little preventive work, *Gamble* - - - 77,805**Commissioner :**Appointment reserved for member of I.C.S., *O'Connor*, 77,744; *Gamble*, 77,780, 77,787.**ASSISTANTS :**Four appointments advocated, and scale, *Gamble*Work of, *Gamble* - - - 77,800**DEPUTY :**

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**F.**Furlough (*see under* Leave).**G.***Gamble*, R. A., I.C.S., evidence of 77,788-77,812General Provident Fund, would not take place of commutation of pension, *O'Connor* - - - 77,762**H.**Horse allowance (*see under* Pay).**I.**Imperial Salt Department for whole of India, would be approved, *Gamble* - - - 77,808**Indians in Department :****CANDIDATES :**Condition that, should be of good family thought unnecessary by Indian Superintendent, *O'Connor* 77,761should be of Good family and undoubted loyalty, *O'Connor* - - - 77,744Increasing number of applications, *Gamble* - 77,807should be Required to furnish indisputable proof of age, *O'Connor* - - - 77,744

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Early marriages should be discouraged, *O'Connor* 77,745Four came in between 1901 and 1913 by competition, and three of those between 1911 and 1913, *Gamble* - - - 77,810Higher class would come if pay and prospects improved, *O'Connor*, 77,754, 77,773; *Gamble*, 77,796.Maximum should be laid down and 25 per cent. advocated, half to Hindus and half to Muhammadans, *O'Connor* - - - 77,749, 77,761, 77,778Muhammadans and Hindus, about equal number, *O'Connor* - - - 77,766Number and qualifications, *O'Connor*, 77,752; *Gamble*, 77,796.Particulars *re*, *O'Connor* - - - 77,764Proportion, opinion of Indian Superintendent *re*, *O'Connor* - - - 77,761**RECRUITMENT :**by Promotion and by competition advocated, *O'Connor* - - - 77,754Separate examination advocated, *O'Connor* - 77,754Work of, *Gamble* - - - 77,795**K.****Khewra :**Assistant Superintendent should ordinarily be European or Anglo-Indian, *Gamble* - - - 77,795Probationers posted to, to learn work, *Gamble* 77,781**Kohat Division :**Deputy Commissioner, *ex-officio* Deputy Commissioner of Department in respect of salt mines, *Gamble* 77,787Number of smuggling cases detected increasing, *O'Connor* - - - 77,776**L.****Leave :**Addition should be made to cadre for, *Gamble* 77,783Conditions, *Gamble* - - - 77,784**FURLOUGH :**Allowances, out of India, increase to two-thirds of pay, advocated, *O'Connor* - - - 77,747Commutation into leave on full-pay for shorter period should be allowed, *O'Connor* - 77,747,

77,759

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**Leave—continued.**

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**O.**

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Advances would be of assistance, *O'Connor* 77,770

Lump sum as gift for, suggested, *Gamble* - 77,799

Liable to dismissal if not satisfactory during years of probation, but cases rare, *Gamble* 77,780, 77,797

Pay, inadequacy of present rate and increase advocated, *O'Connor*, 77,746, 77,756, 77,770; *Gamble*, 77,799-800.

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**Promotion:**

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Grade, proposed scale, *O'Connor* - 77,746

**Promotion—continued.****INCREMENTAL SCALE:**

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advantages, *Gamble* - 77,798

Suggested, *O'Connor* - 77,746

Officiating, from grade to grade, advocated, *Gamble* 77,783

**Recruitment by (see under Recruitment).**

System, *Gamble* - 77,782

**TIME SCALE:**

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Punjab, salt superintendents houses supplied, <i>O'Connor</i> , 77,763; <i>Gamble</i> , 77,783.	
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**R.**

Rajputana, salt superintendents houses supplied, <i>O'Connor</i> , 77,763; <i>Gamble</i> , 77,783.	
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*Gamble*, 77,792.

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Direct, by Commissioner preferred, *Gamble* 77,780, 77,811

Number recruited by, *Gamble* - 77,780

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**W.**

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ROYAL COMMISSION ON THE PUBLIC SERVICES IN INDIA.

APPENDIX TO THE REPORT

OF

THE COMMISSIONERS.

VOLUME XVIII.

MINUTES OF EVIDENCE

RELATING TO THE

SALT AND EXCISE DEPARTMENTS,

Taken at Delhi, Calcutta, Madras, and Bombay,

WITH

APPENDICES.

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# MINUTES OF EVIDENCE

TAKEN BEFORE THE

## ROYAL COMMISSION

ON THE

## PUBLIC SERVICES IN INDIA

RELATING TO THE

# SALT AND EXCISE DEPARTMENTS,

At Delhi, Wednesday, 5th November 1913.

PRESENT:

THE EARL OF RONALDSHAY, M.P. (*in the Chair*).

SIR MURRAY HAMMICK, K.C.S.I., C.I.E.  
SIR THEODORE MORISON, K.C.I.E.  
MAHADEV BHASKAR CHAUBAL, Esq., C.S.I.

ABDUR RAHIM, Esq.  
JAMES RAMSAY MACDONALD, Esq., M.P.

M. S. D. BUTLER, Esq., C.V.O., C.I.E. (*Joint Secretary*).

PANDIT MADHO PRASAD MISRA, Assistant Commissioner of Excise, United Provinces.

*Written Statement\* of the Assistant Commissioners of Excise, United Provinces of Agra and Oudh.*

77,944. (i) **Methods of Recruitment.**—In paragraph 288, page 126 of the Report of the Indian Excise Committee of 1905-6, it is observed:—"On the subject of amalgamation with Departments not directly concerned with Excise, the general opinion would appear to be that it is desirable where they are cognate, since a larger cadre facilitates recruiting and ensures a fair flow of promotion, while a periodical change of occupation for Excise officers is very desirable, and an occasional transfer to sedentary work gives a much needed rest to preventive officers whose ordinary duties keep them constantly on tour." In Madras the Excise Department is amalgamated with Salt and Customs, in Bombay and Burma it is self-contained, and in the remaining provinces the immediate controlling officers are Excise Deputy Collectors, except in the Punjab and North-West Frontier, where the control is under District Officers through his subordinates, who are either members of the Indian Civil Service or Provincial Civil Service. In this province the staff of 26 districts is under the immediate control of five Assistant Commissioners of Excise; while the remaining 22 districts are still under the old system, and the work is supervised through Collectors as in the Punjab and North-West Frontier Province. On account of the existence of the Commissionship of the Northern India Salt Revenue, it is not possible to amalgamate Excise with Salt, and the only alternative left is either to make this service self-contained or to amalgamate it with the Revenue Department in all grades up to the immediate controlling officer. In the case last referred to recruitment will, of course, be made to the line of Deputy Collectors and of the subordinate officers as of Tahsildars and Naib Tahsildars. The relation of the Excise officers with Land Revenue officers will be on the analogy of Irrigation and Public Works Department officers, and they will be listed together, though for the purposes of service and retaining the experience gained the machinery of

administration will require that the officers should remain in their respective branches separately and transferred only when it is needed to give rest to preventive officers or other administrative reasons. As the question of appointments to the executive Provincial Civil Service is being considered now by the Royal Commission, and that service exercises control over Excise in many provinces, the above proposals require consideration. It would, however, be much more desirable to have the Department self-contained as in Madras. If the latter suggestion is adopted the appointments to the Department should be that of Excise Investigating Officers (Inspectors at present), that of Superintendents (which in Madras are called Inspectors), Assistant Commissioners, Deputy Commissioners, and Commissioner. The recruitment to the post of Superintendent should be purely from among the investigating staff. Promotions to the post of Superintendent will be made from among nominated investigating officers, and these nominations will be made by Assistant Commissioners. Assistant Commissioners will be appointed by selection from among the Superintendents alone with due regard to their educational qualifications, meritorious services, and general fitness for the appointment.

77,945. (ii) **Systems of Training and Probation.**—Excise Inspectors have necessarily to undergo a special training, and this training will be improved by having a special training school, which at present does not exist in these provinces, under the supervision of the expert staff. Until such time as arrangements for training (as contemplated in paragraph 291 of the Excise Committee's Report) are established in these provinces, a course of training could possibly be undertaken in Madras, where a special training school of this nature exists. The assistance of the Superintendent in dealing with important cases will be invaluable. In the Madras Presidency there are 61 such officers called Inspectors of Excise. The Assistant Commissioners cannot sufficiently assist the investigating staff in their duties of investigation and prosecution.

77,946. (iii) **Conditions of Service.**—Twenty-five full districts and part of two more are controlled by

\* Being a joint statement signed by the following officers:—W. M. Paxton (*President*), Madho Prasad Misra, S. Razi-ul-din, Madan Mohan Lal, A. Jefford,

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[Continued.]

five Assistant Commissioners of Excise, in addition to inspection work having to be done in other districts under the direct control of District Officers. On an average each Assistant Commissioner has 21 investigating officers under his direct control. It is an established fact, which has been accepted by the head of the department, that an Assistant Commissioner's jurisdiction as it stands is unworkable and cannot be effectively controlled. This difficulty could be removed by appointing a Superintendent in each district to help the Assistant Commissioner in supervising the work of the investigating staff. The Indian Excise Committee in its report, in the concluding portion of paragraph 279, page 121, observes as below:—"In concluding their suggestions with regard to the officers to be employed on preventive and detective duties, the Committee desire to make a strong recommendation that officers of the class of sub-inspector should never be employed except under adequate control. . . . In these provinces the Junior Inspectors are of the class of sub-inspectors in other provinces, and start on a salary of Rs. 50 per mensem. The investigating officers experience difficulties in dealing with crime for want of immediate advice and assistance. Important cases have failed through being badly handled. Professional criminals, such as cocaine and opium smugglers, when prosecuted, are invariably well represented in court.

77,947. (iv) Conditions of Salary.—In paragraph 286 of the Indian Excise Committee's Report it is observed that "The proper position of the controlling officer appears to the Committee to be one analogous to that of the Superintendent of Police," yet the salary of an Assistant Commissioner of Excise is at present Rs. 300-50-500, whereas the salary of a Superintendent of Police is Rs. 700-1,200; while the salary of the non-gazetted officers of the Police Department is identical with that of our subordinates who are educationally superior, a large number of whom are graduates, viz., Rs. 50 to Rs. 250. In other provinces the salary of Assistant Commissioners is as detailed below:—

	Rs.
Madras - - -	500 to 1,000
Burma - - -	300 " 800
Bombay - - -	400 " 800

and in other provinces Deputy Collectors, whose maximum salary is Rs. 800, do the work (Punjab). Officers of other Departments whose responsibilities are similar to those of Assistant Commissioners of Excise draw very much higher salaries, e.g.:—

	Rs.
Assistant Commissioners of Salt - - -	500 to 1,000
Sub-Deputy Opium Agents - - -	500 " 1,000
Executive Engineers (Provincial Service) - - -	535 " 850
Forest (Provincial), maximum pay - - -	850

and while the Excise revenue of these provinces last year was 111 lakhs, the expenditure on account of establishment and contingencies was only 3·4 per cent. The Indian Excise Committee observe on page 130, in the concluding portion of paragraph 294 of its Report, that "the fitting expenditure on establishments depends on many considerations, but *prima facie* 5 per cent. of the revenue is a justifiable charge, and, more, may be desirable." On page 129 of their Report the Indian Excise Committee observes: "The Commissioner should have superior subordinates of a standing to carry on settled policy who would afford a recruiting ground for future heads of the Department." In the Madras Presidency there are four officers called Deputy Commissioners of Excise whose present salaries are: two on Rs. 1,200, one on Rs. 1,300, and one on Rs. 1,320. In the Central Provinces Mr. Rustumjee Fardoonji is Excise Commissioner on Rs. 1,600, and in Behar and Orissa Mr. Ahsan-ud-din Ahmad is the Commissioner on Rs. 1,440. Neither of these gentlemen are civilians. In 1908 it was contemplated to create two appointments of Deputy Commissioners of Excise, one of which was

open to Assistant Commissioners, and nine Assistant Commissioners on Rs. 300 to Rs. 800, with one appointment as a personal assistant to the Commissioner. This appointment was to be filled by one of the Assistant Commissioners. Unless the present scale is revised and the superior appointments, viz., Deputy Commissioners of Excise, created, there will never be the possibility of a departmental officer rising to the head of the Department. Though our revenue compares very favourably with the revenue of other provinces, the prospects of the departmental officers are very much inferior. For reasons already specified we propose the following scale of salary:—

	Rs.
Superintendents - - -	200-400
Excise officers of the same status in other provinces are drawing the following salaries:—	Rs.
Excise Inspectors (Madras) - - -	230-400
Excise Inspectors (Bengal) - - -	500
Superintendent of Excise (Assam) - - -	300-400
Excise Inspector (Behar and Orissa) - - -	400

The salary of Assistant Commissioners of Excise should be Rs. 500-50-800, 900, and 1,000. This salary is proposed at the rate of annual increments of Rs. 50 to Rs. 800 to enable controlling officers to retire on full pension. The salary of the Deputy Commissioner of Excise should be the same as of superior officers of other Departments, and such as when filled by officers of Provincial Civil Service holding listed appointments. The ages of the present Assistant Commissioners, three of whom are drawing the maximum pay, are 48, 45, 40 and 38 years, with about 24, 21, 19 and 13 years' Government service.

77,948. (v) Conditions of Leave.—All officers should be able to avail themselves of privilege leave to an accumulated period of six months on medical certificate, instead of three months as at present. The period of furlough should be the same as that of the Indian Civil Service. The duties of the Department are arduous, and the officers require recoupment of health and some rest at intervals, *vide* the remarks made by the Indian Excise Committee in its report on page 126, paragraph 289:—"Service in the Excise Department, if properly performed, is harder, more continuous, more tedious, and less interesting than in almost any other branch of the Public Service. . . . The duties, on the other hand, are irksome and involve a considerable amount of outdoor work."

77,949. (vi) Conditions of Pension.—It is generally admitted that the present periods of 30 and 25 years are very long for retirement, and a change to 25 and 20 years for good service and invalid pension, on half-pay, is urgently called for. This change is more justified in this Department on account of the duties being strenuous, and the officers are not likely to be able to serve with the same amount of zeal towards the close of their service. A provision may also be made for retirements after a fixed number of years have been spent in service, at the option of an officer.

77,950. (vii) Such limitations as may exist in the employment of non-Europeans, and the working of the existing system of divisions of services into Imperial and Provincial.—The appointment of a Distillery Expert should be open to members of the service. With experience the Assistant Commissioners will be quite capable of discharging the duties satisfactorily. No appointments in the service should be Imperial in this Department.

77,951. (ix) Any other points within the terms of reference to the Royal Commission not covered by the preceding heads.—The head of the Department is a member of the Indian Civil Service of the standing of a Collector, first grade. His personal assistant is a Deputy Collector, and both these officers are seconded from their respective lines. The latter appointment ought to be held by a member of the Department as in other provinces. The Assistant Commissioners and Superintendents should be responsible to the head of the Department alone for their work and control, but

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[Continued.]

in matters of co-operation the District Officer will be kept informed of all important matters with regard to each district. The official position of the Assistant Commissioners of Excise should be that of Superintendent of Police. We are unanimously of opinion that should the Royal Commission desire to examine

any of us orally, or to obtain further details of our suggestions, that Pandit Madho Prasad Misra, the Senior Assistant Commissioner of Excise, who has had previous experience in the Police and has served several years as a Deputy Collector, may be called for.

PANDIT MADHO PRASAD MISRA called and examined.

77,952. (*Lord Ronaldshay*.) The witness said he had over 21 years' service under Government: 11 years in the Police, five years in the Excise, and the remainder in the Revenue Department as a Deputy Collector. For two years he was on special duty in the Excise Department, while a Deputy Collector. The present Excise Department was organised in 1906; previous to that the Naib Tahsildars did Excise work under Revenue Officers. The Department consisted of five Assistant Commissioners who were appointed from time to time. Three Assistant Commissioners were appointed on October 1st 1908, one in 1909, and another in 1910. The Excise Commissioner was an Indian Civil Servant, and he had a Personal Assistant who was a Deputy Collector belonging to the Provincial Civil Service. There were no particular rules governing the appointment of Assistant Commissioners. The officers desired to see a special school at which Excise Inspectors should undergo training. As it was proposed that the Assistant Commissioners should be drawn from the investigating staff of Inspectors, the question of training of Assistant Commissioners had not been considered. Under the present system officers were trained at distilleries and bonded warehouses, and that training was good enough to keep the work going; but in order to be specialists in an intricate Department such as the Excise, it was necessary they should receive a regular training. There was one school already in Madras. Investigations and prosecutions were matters which could be learned in course of time if the preliminary educational qualifications were good, but the manufacturing side of the Department required a special training. He was not in favour of officers being put through a course of training at Police schools, as he would not associate the two, and their courses were also different.

77,953. With reference to salaries, he himself had been drawing Rs. 500 for over two years, and the others were on the same salary except one, who was receiving Rs. 450. Before entering the Department he was a Deputy Collector on Rs. 300. The men who were under him in the cadre of Deputy Collectors would reach Rs. 500, he believed, within the next year, but they had better chances of promotion, and he thought his prospects would have been better if he had remained in the Revenue Department. With regard to the new grade proposed in the written statement, one reason for the proposal was that the present charge of the Assistant Commissioners was too large to be manageable, and another reason was to control subordinates in the ordinary jurisdiction of an Assistant Commissioner, which extended to 15,000 square miles on the average. In the Police Department, which performed similar duties, there were Inspectors to supervise the work and Deputy Superintendents, Assistant Superintendents, and Superintendents of Police, and the Excise Committee had laid stress upon the fact that it would be a grave administrative error to leave subordinates of the same standard as Sub-Inspectors of Police, working under the same temptations, so far away from controlling officers.

77,954. Assuming that the present machinery were maintained, it was a matter of pay whether he thought that the Department should be incorporated in the grades of the Revenue Department or should remain self-contained as now. If the prospects of the Excise Department were improved, and the pay increased, there would be some compensation, but if the officers remained on the same pay as that given to Deputy Collectors they would be losers. As Deputy Collectors they had a chance of going on Foreign Service on deputation; there were about 40 such already, drawing incentive salaries and holding very important offices.

A Deputy Collector had also a bright future, as he could become a Collector; and when allowed to officiate in higher appointments he received very good allowances. From the nature of the duties he performed he commanded more respect from the public. He himself had been selected by the Government for the Excise Department without seeking the post. He suggested that the salaries should approximate to that of a Superintendent of Police, ranging from Rs. 700 to Rs. 1,200. A Superintendent of Police performed the same work in one district that his Department had to perform in several districts, and the Superintendent of Police had assistants, whereas the officers of the Department had none. The Department had very difficult criminals to deal with in connection with opium and cocaine smuggling and illicit distillation. The police had certain powers to act, but when the Excise Department was created they left almost everything to the Department and they did not possess the powers which the Department had.

77,955. It was suggested in the written statement that the appointment of distillery expert should be open to the Assistant Commissioners. The distillery expert at Allahabad was an officer who came from England, where he acted as an Excise Inspector. Amongst the Excise Inspectors in the United Provinces there were 68 graduates, many of whom had gone through a course of chemistry and physics. With that training those Inspectors, when promoted, would be able to perform the duties required in connection with the manufacture of liquor. Practically he was doing the work now, as he had several distilleries under his charge in various parts of the country. The duties of a distillery expert were not defined, but he was supposed to go to distilleries and suggest any method which he thought would lead to improvement in the system of distillation; he was really an advisory officer.

77,956. With regard to the question of pension, the officers thought they should be granted a full pension after 25 years' service, and believed that the arduous nature of their duties justified better treatment than that given to the Police or other Departments. Men in the Excise Department would not have the same amount of energy after 25 years' service as men in many other departments.

77,957. (*Sir Theodore Morison*.) The witness said he would have all the superior officers promoted from subordinates. The qualifications of all Excise Inspectors were not of the same class as Sub-Inspectors of Police. In 1906, under the system of recruitment, graduates were taken on at Rs. 100, about the same salary as the Sub-Officers received when they entered the service. In 1909, when the Contract Distillery System was introduced in 15 districts, the pay was reduced to Rs. 75, and even then graduates came in. A year afterwards the pay was reduced to Rs. 50, and with the exception of one graduate, who was in the service under particular circumstances, about 47 who had since entered had only matriculated. There were some who were Naib Tahsildars and elected to remain in the Excise Department, and except four they were also non-graduates. At present there was a sufficiently large cadre for selection, but if the present rules of admission remained there would be difficulty by and by. The initial salary would have to be made as before, Rs. 100. The scheme put forward was one by which the whole of the higher ranks would be originally recruited through the Inspectors, and the new grade would be Assistants to Assistant Commissioners and would inspect the work of Inspectors and help in the inquiry and prosecution of cases. The



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charge of the Assistant Commissioner would be about three to four districts, and he would have subordinates under him, but not independent of him. It might be necessary to have one for each Assistant Commissioner if the subordinates were of fair education and of a tolerably high standard of probity; but if they were men of lower qualifications he thought one for each district might be the safest. It was certainly necessary that the conditions of service should be better than those of Deputy Collectors. The Assistant Commissioners rose from subordinates, and before reaching Assistant Commissionerships had to complete, in the ordinary course, over 12 years' service. They had become controlling officers, and in order to uphold the position and live decently they must have a fairly decent salary. He emphasised the fact that the Service was especially hard and should receive special consideration also in the matter of pension.

77,958. (*Mr. Abdur Rahim.*) The witness thought the Department was entitled to a larger pension than that given to police officers, and the claim was being made on behalf of Assistant Commissioners and the whole Service on the ground that the work was very hard and severe.

77,959. (*Mr. Chaulbal.*) The witness stated that the highest salary of an Assistant Commissioner was Rs. 500 at present, and there were no further chances of promotion in the Department unless the pay was revised. If he had remained a Deputy Collector he could have risen to Rs. 800 and perhaps more. The introduction of the Madras system gave great hopes to the Department, and the officers thought they would obtain the same salary as was given in Madras. At the time the option was given, men entered the Department believing that the Madras system would be

followed, and there were proposals at the time to raise the pay of Assistant Commissioners to Rs. 800.

77,960. (*Sir Murray Hammick.*) The witness said his Department dealt with drugs, opium, and liquor. He believed it was probable that the remaining 22 districts would be gradually brought under the Contract Distillery system, and that the Department would grow considerably; probably in a few years it would be almost twice as large as it was now. He also stated that it took about eight years, from the report of the Indian Excise Committee, to reach the present stage, and he doubted whether it would be extended throughout the province before he retired. The total revenue of the Department was Rs. 123·4 lakhs against an expenditure of about 3·4 per cent. this year. Asked if the Madras revenue was over Rs. 3,00,00,000, he stated it might be so, but he did not know it was so large now. The revenue in the United Provinces at present was quite sufficient to pay increased salaries. The comparison should be made between the cost of the establishment and the revenue produced. Although if he desired to go back to a Deputy Collectorship the Government might take him back, but after having gain so much experience in the Excise Department and lost the experience he would have obtained in the Revenue Department, it would be a mistake on his part to think of it. His contemporaries in the Revenue line would be drawing Rs. 500 very soon, so that he himself was drawing more than he would be drawing in the Deputy Collector's grade, and therefore had not yet suffered by changing Departments, and personally had no grievance just at present. The receipts from toddy were over 3 lakhs a year. He did not think the work of the distillery expert was so difficult that the members of the Department would not be able to do it.

The witness withdrew.

At Calcutta, Wednesday, 21st January 1914.

PRESENT:

THE EARL OF RONALDSHAY, M.P. (*in the Chair*).

SIR MURRAY HAMMICK, K.C.S.I., C.I.E.  
SIR THEODORE MORISON, K.C.I.E.

MAHADEV BHASKAR CHAUBAL, Esq., C.S.I.  
ABDUR RAHIM, Esq.

M. S. D. BUTLER, Esq., C.V.O., C.I.E. (*Joint Secretary*).

A. N. MOBERLY, Esq., I.O.S., Officiating Commissioner of Excise and Salt, Bengal.

*Written Statement relating to the Superior Establishment of the Excise Department, Bengal.*

77,961. (i) **Methods of Recruitment.**—With the exception of the Assistant Commissioner of Excise, all the officers, whose sole or primary work is excise, are members of the Indian Civil Service or of the Provincial Civil Service or Subordinate Civil Service who have been deputed to the Excise Department. The Assistant Commissioner of Excise came out to India under an agreement with the Secretary of State. The appointment was at first temporary, but has now been made permanent.

77,962. (iii) **Conditions of Service.**—The conditions of service of the Assistant Commissioner of Excise are as follows:—

(1) That he shall receive a salary of Rs. 650—50—1,300 per mensem, and that if and so long as he is stationed at Calcutta or Bombay receive a local allowance of Rs. 75 per mensem. He shall also be entitled to travelling allowance while on duty in India according to the rules from time to time in force. As for daily allowance he shall draw Rs. 7½ instead of Rs. 5 as heretofore. He shall not be entitled to Exchange Compensation Allowance.

(2) That the Government reserve to itself the right to dispense with his services without notice in the event of misconduct on his part or of a breach by him of any of the conditions specified in the agreement

between him and the Secretary of State dated the 9th September 1909.

(3) That he shall not be entitled to receive or required to give notice of termination of his service under Government otherwise than as provided in the Civil Service Regulations for the time being in force or any other rules to which he may be subject.

The conditions of service of the other officers employed on excise work are those of the various services to which they belong.

77,963. (iv) **Conditions of Salary.**—The salary of the Assistant Commissioner of Excise is Rs. 650—50—1,300. He also draws a local allowance of Rs. 75. The salary of the other officers employed on excise work is the salary to which they are entitled by the position which they hold in the services to which they belong, together with allowances on the following scale:—

Commissioner of Excise and Salt, local allowance of Rs. 250;

Personal Assistant to the Commissioner of Excise and Salt, and Inspector of Excise, local allowance of Rs. 60;

Two Special Excise Deputy Collectors in the districts of Burdwan, Midnapore, Hooghly, and the 24-Parganas, and Superintendents of Excise,

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Dacca and Mymensingh, special allowance (after three years' service in the Excise Department) of Rs. 50;

Superintendents of Excise, Chittagong and Jalpaiguri, and Assistant Inspector of Distilleries, 50 special allowances of Rs. 50.

77,964. (v) Conditions of Leave.—The Assistant Commissioner of Excise has been admitted to the benefit of the leave rules for the European services. The other officers employed on excise work are bound by the leave rules of the services to which they belong.

77,965. (vi) Conditions of Pension. — (a) The Assistant Commissioner of Excise comes under the ordinary pension rules. His previous service under the Board of Customs and Excise in England will count towards pension.

(b) The other officers employed on excise work come under the pension rules applicable to the services to which they belong.

77,966. (vii) Such Limitations as may exist in the Employment of non-Europeans, and the Working of the existing System of Division of the Services into Imperial and Provincial.—There are no definite limitations in the employment of non-Europeans. With the exception of the Excise Commissioner and the Assistant Commissioner of Excise, all the officers

in the superior establishment of the Excise Department are at present Indians. The post of Excise Commissioner has sometimes been held by Indian members of the Indian Civil Service. The Assistant Commissioner of Excise was specially brought out from England as a Distillery Expert, but there is no rule that the post shall always be held by a European.

As has been mentioned above, there is at present no regular Excise Service in Bengal. A scheme for the constitution of an amalgamated Excise and Salt Service has been submitted to the Government of India. Under this scheme the head of the department will be, as now, a member of the Indian Civil Service. The other officers will form a Provincial Service.

77,967. (viii) Relations of the Service with the Indian Civil Service and other Services.—The head of the department is a member of the Indian Civil Service. The Assistant Commissioner of Excise, the Personal Assistant to the Commissioner of Excise and Salt, the Inspector of Excise and the Assistant Inspector of Distilleries, who form what may be regarded as the headquarters staff, are directly subordinate to the Commissioner of Excise. The Excise Deputy Collectors and Superintendents are immediately subordinate to the District Officers (Collectors), and are primarily their assistants in the Excise Department.

*Written Statement relating to the Salt Department, Bengal.*

77,968. (i) Methods of Recruitment.—There are no regulations. Of the three officers on the superior establishment, one was transferred from the Bengal Police and the other two were promoted from the grade of Inspector.

77,969. (iii) Conditions of Service.—The conditions under which the Assistant Commissioner serves differ as regards leave from those under which the Superintendents serve, otherwise the conditions of service are the same as those of other Indian services.

77,970. (iv) Conditions of Salary.—The salary of the Assistant Commissioner of the Salt Revenue is incremental (Rs. 600 rising to Rs. 1,000 by annual increments of Rs. 25). Of the two Superintendents one is drawing Rs. 500, and the other Rs. 300 with a local allowance of Rs. 75.

77,971. (v) Conditions of Leave.—The Assistant Commissioner is entitled to the benefits of the European leave rules, whilst the other two officers come under the leave rules of the Indian services.

77,972. (vi) Conditions of Pensions.—The three officers of the superior establishment are subject to the

ordinary pension rules contained in the Civil Service Regulations.

77,973. (vii) Such Limitations as may exist in the Employment of non-Europeans and the Working of the existing System of Division of Services into Imperial and Provincial.—There are no definite limitations in the employment of non-Europeans, though there has not hitherto been an Indian Superintendent of Salt Revenue. The service is entirely Provincial.

77,974. (viii) Relations of the Service with the Indian Civil Service and other Services.—The Superintendents are subordinate to the Collectors of the districts in which they work. The Collectors of these districts have been given the powers of Assistant Commissioners. The Assistant Commissioner of Salt Revenue has equal powers with the Collector of the 24 Parganas, but works under his general control.

77,975. (ix) Any other Points within the Terms of Reference to the Royal Commission not covered by the preceding Heads.—The position of the officers of the proposed combined Excise and Salt service has been noted in the memorandum on the Excise Department.

Mr. A. N. MOBERLY called and examined.

77,976. (Lord Ronaldshay.) The witness had been officiating as Commissioner of Excise and Salt for Bengal since December 1912. He was a Collector in the Indian Civil Service of the second grade.

77,977. He had examined the statement which had been made as to frequent changes in the Excise Commissionership, and found that in 2½ years there had been only seven permanent incumbents, but a larger number of men had officiated during the absences of the permanent incumbents. Although there were in this way several men who had held office, they were mostly acting for short periods. It was not a case of a man being permanently appointed and being succeeded shortly afterwards by another permanently appointed officer. It was not to the advantage of the department that there should be many changes, but he did not see how some could be avoided. The only possible remedy would be to put in a member of the Excise Service, instead of a member of the Civil Service, so that the next man below in the service would always act in his absence, but he could not recommend that course.

77,978. The salt establishment was appointed to prevent the illicit manufacture of salt, and their duties were thus preventive. The work in the department in connection with salt was not on the increase, as illicit manufacture had diminished ever since the duty on salt was reduced. But there was always the possibility that it would increase in out-of-the-way parts if the patrols were taken off.

77,979. The Excise Department performed opium preventive work, and controlled the retail sale of opium. The Salt and Excise departments were separate.

77,980. The only officer actually belonging to the Excise Department was the Assistant Commissioner, who was recruited in England as a distillery expert, and was on a personal salary. All the other officers in the department were borrowed officers on deputation, and were not even permanently borrowed and could always go back again.

77,981. The last reorganisation scheme was drawn up by Mr. Donald in 1912 and forwarded to the Government of India in October of that year. Under that scheme there would be three Deputy Commis-

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sioners on a pay of Rs. 850 rising to Rs. 1,000, and 26 Superintendents, two drawing Rs. 700, three Rs. 600, and 21 Rs. 250, rising to Rs. 500 in the 15th year of service on a time-scale. He had heard unofficially that the scheme would shortly be sent to the Secretary of State in England. It had not yet been decided how the new service was to be recruited, and nothing had been settled as to the number of Indians. The idea was to get the scheme sanctioned before discussing methods of recruitment.

77,982. Nothing had been decided as to the training of the men. The training school proposed in the scheme submitted by Mr. Wheeler had now been dropped. If men were attached to the police training school they might pick up a useful knowledge of drill, but the law they would require to learn would be different from that taught at a police school, and they would get no training in technical work. There would necessarily have to be a separate training school. The creation of a special school would be justified, as it would not only be for the training of Superintendents but for the training of Inspectors and Sub-Inspectors.

77,983. The Provincial Excise and Salt departments could not be amalgamated with the Northern India Salt Revenue Department, on account of differences in languages, customs of the country, and to a large extent climate.

77,984. (*Sir Murray Hammick*.) Under the proposed reorganisation there was to be no change in the method of appointing the Commissioner. The Commissioner at present drew his grade pay *plus* Rs. 250 local allowance. If a Collector of the third grade was appointed he could go on holding the appointment so long as he was a Collector. It was not, however, advisable to put in a very junior Collector, as he had to issue instructions to the district Collectors. The question of making the appointment equal to a Commissionership was proposed in 1905 and was not sanctioned. The Board of Revenue in Bengal had now practically nothing to do with excise, but still exercised certain statutory powers pending the amendment of Act V. (B. C.) of 1909.

77,985. (*Mr. Abdur Rahim*.) The duties of salt and excise officers differed from those of Police Inspectors. The number of officers in his departments was small, and they covered a very large extent of country. The Inspector was supposed to supervise the Sub-Inspectors. The Police Sub-Inspector was an officer to whom reports of cases were sent for investigation, whereas the Excise Sub-Inspector had to go about seeking for information. On the whole, the excise officer had more outdoor work than the police officer. Excise officers had to inspect all the shops in their circle and visit every part of the circle to find out whether any illicit practices were going on, whereas the Police Inspector waited until information was brought to him from a

complainant, and it was a matter of chance almost whether he spent a number of days in a month on tour or not. An excise officer was expected to spend at least 20 days a month on tour. In the Sunderbunds the country was very wild and feverish, and there was continual danger from tigers. These facts made it difficult to get a Bengali to do the work. There was, however, one Bengali Inspector who had done very well.

77,986. (*Sir Theodore Morison*.) Until the duty on salt was reduced there was a good deal of illicit manufacture in the Sunderbunds, but there was not much salt manufactured locally at present. There would probably be no illicit manufacture of salt on a large scale in those parts of the country if the preventive establishment was abolished altogether, but it was not only in regard to salt work that the salt staff did excellent work but also in regard to excise work. There was an enormous quantity of illicit distillation going on. If the salt duties were taken from the staff there could be no very great reduction owing to the other duties imposed upon it. The question of abolishing the establishment had been worked out in connection with the amalgamation scheme, and it was found impossible to reduce the staff except where officers overlapped in the same area. It was probable that the discovery of so many excise offences in the Sunderbunds was due to the fact that the staff was larger there in proportion to the area than it was in other districts on an account of salt work.

77,987. The excise revenue had increased in the present year to a much greater extent than the increased expenditure proposed under the reorganisation scheme. A well-organised Excise Department was a gain to the State from every point of view, including the point of view of temperance. He was not sure, however, that the scheme went far enough to give a great gain from the financial point of view. If it was possible to put a staff into other districts equal in strength to the staff in the 24 Parganas it might be found that there was a great deal of excise crime, and the revenue might be improved considerably.

77,988. (*Lord Ronaldshay*.) The position of the Collector with regard to the administration of the department had not been worked out in connection with the reorganisation scheme. In the scheme the idea was that the Collector should still be generally responsible for the local work of the Excise Department but should be relieved of the technical work.

77,989. (*Sir Murray Hammick*.) Under the new scheme there would be no Indian civil servant except the Commissioner. A good deal could be said for putting in a member of the Indian Civil Service as Deputy Commissioner to be trained for eventually holding the post of Commissioner, but the other members of the department would of course resent this.

The witness withdrew.

S. G. L. PLATTS, Esq., Assistant Commissioner, Salt Revenue Department, Bengal.

*Written Statement relating to the Excise and Salt Departments, Bengal.*

77,990. (i) **Methods of Recruitment.**—As the class of men required for excise and salt work and the method that should be adopted for their recruitment depend entirely upon the nature of the duties to be performed, I consider it necessary for a clear understanding of the subject to set forth, as briefly as possible, the conditions under which excise and salt preventive operations are carried on. It being a financial impossibility to maintain a fixed guard over every excise shop, every village, every intoxicant-yielding tree or plant, and every patch of saline efflorescence, or salt earth, it follows that the only feasible plan is to employ a sufficient staff of officers split up into peripatetic preventive parties who, by systematically irregular visits to all likely places, will prevent or detect offences. These officers are required to be constantly on the move, covering every day as large an extent of ground as possible. Since the smuggling and illicit manufacture of the excisable articles and

fiscal offences, generally, are not confined to any particular season, time, or place, there is need for constant activity and vigilance throughout the year. Preventive officers must continue their patrols during the burning heat of the summer, throughout the tropical rains of the monsoon and in the cold of winter. There can be no cessation of preventive operations, no off seasons, no holidays. It is, moreover, hopeless to look for any co-operation from the great mass of the population, its sympathies are entirely against the Excise officer. Assaults are by no means uncommon, and both the Excise and Salt departments have their records of the death and disablement of officers during the discharge of their detective duties. Leakage of revenue imposes no personal loss upon the people. Information is not readily given, it has to be sought for and ferreted out. On the other hand, there is considerable organisation at work in connection with smuggling and illicit manufacture. Shrewd brains are

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always busy, constantly devising new schemes and stratagems by which to outwit Excise officers. It is, I trust, now readily possible to gauge the type of officer required for the department. He must be a person of astute intelligence, of a considerable amount of courage, of particularly good physique, and of active habits. The method of recruitment I would advocate is a competitive examination following upon selection by a committee, after a rigorous medical examination. The standard of physique must be high, particular value being attached to proficiency at games and gymnastics whilst at school. The minimum educational qualifications I consider necessary for candidates are, in the case of Inspectors and officers of higher rank, the B.A. degree of an Indian University or the senior Cambridge Locals; in the case of Sub-Inspectors, the matriculation examination of an Indian University or its equivalent in the Code for European Schools.

77,991. (ii) System of Training and Probation.—The Excise Committee of 1905-6 very pertinently remarked that Excise work was becoming specialised, and they went on to say that this must be the case if systems are to be improved. Such being the trend of the department, it follows that specialised work needs special instruction. In my opinion to set aside the need for special training would be to ignore fundamentals. I consider it hopeless to place a newly-appointed officer in charge of a preventive jurisdiction and to expect him to pick up his work or cope with fiscal offences. Such a method involves a great waste of time and energy. Local officers busy with their own daily work cannot be expected to find time to impart sound instruction. Before an officer takes his place in the field, he should be thoroughly conversant with the Acts which he will be required to put into operation, he should know all about the drugs with which he will have to deal, and he should be taught the most up-to-date methods in current use amongst smugglers and illicit manufacturers, as well as the most practical way of identifying habitual offenders from descriptive notices. In fact every reason that has called police training schools into existence applies with equal cogency to excise and salt preventive work. I consider there should be a combined training school for Inspectors, Sub-Inspectors and peons holding proper classes for instruction in all branches of work and for drill. I cannot too strongly advocate the value of drill in the matter of discipline. A six-to-twelve-months course at such a school would send out officers imbued with habits of control and discipline, well set up in physique and familiar with all excise matters; men smartened up in every way, who would wear their uniforms correctly, carry themselves well, and be prompt and quick. The training school would also afford an opportunity for finally sifting out undesirables.

77,992. (iii) Conditions of Service.—Though I would have it distinctly understood that there is nothing to prevent an officer of conspicuous merit from rising from the lowest to the highest rung of the official ladder, I would ordinarily draw a sharp line of distinction between the supervising and executive staffs. A Sub-Inspector does not as a rule make a good Inspector. During the earlier years of his service he has formed intimate friendships with men of his own class and he has been in very close contact with petty officers and peons. He cannot reasonably be expected, late in life, to acquire the aloofness so necessary to the maintenance of discipline and strict supervision over the very men with whom he has associated freely for two-thirds of his service. I have found by experience that in Inspectors who have risen from the rank of Sub-Inspector there is a strong tendency to cover up defects rather than expose them. It is exceedingly difficult to get them to report their subordinates; discipline suffers in consequence, and there is a drop in the standard of work out-turned.

As regards the supervising staff of Inspectors and Superintendents, I would have it remembered that the Excise Department touches against money at every turn, and officers engaged in its administration are exposed to very great temptation. To maintain a high standard of probity, it is particularly necessary that the

supervising staff should consist of a good class, and that they should be adequately paid. In the matter of attracting a good class, "status" is a very potent factor, quite as potent as salary. I would therefore strongly advocate that Inspectors of Excise be placed upon the same footing as Sub-Deputy Collectors and be classed as gazetted officers. The designation, however, is unfortunate, and should, in my opinion, be changed to Assistant Superintendent. I would also recommend that a good proportion, say two-thirds, of the vacancies occurring in the ranks of Superintendents be reserved for, and filled by, deserv- ing Assistant Superintendents.

77,993. (iv) Conditions of Salary.—I have already pointed out the nature of an Excise officer's work. I beg to quote from what has been recently written by the Commissioner of Excise and Salt in connection with the re-organisation proposals now pending sanction. "It is admitted that the duties of an Excise officer are arduous and irksome, and by their nature they are undoubtedly so everywhere. But they are particularly so in Bengal. A large area of the province is very malarious, a considerable area consists of low-lying land which is submerged annually during the rains, communications are not good, and, generally, conditions are such that suitable officers of sufficient intelligence and activity cannot be secured unless sufficiently high emoluments are provided." Again "it is incumbent on the department to secure officers who shall be little, if at all, inferior to the class of officers who are recruited for the Provincial Civil Service, and this can be done only by providing a scale of pay which shall ensure pecuniary prospects in no way inferior to that before the ordinary Deputy Collector." In my opinion the class of officer needed for the new Excise and Salt may be intellectually "be little, if at all, inferior to the class of officers who are recruited for the Provincial Civil Service," physically superior. As a he will need to be a very great deal of an ordinary Deputy matter of fact the duties of the Collector. Even when in charge of a sub-division, his touring is mostly confined to the cold weather. When he is called upon to do work that entails an increase of touring, department, as for instance in the "Settlement" department, handsome allowances have to be paid to induce him to leave the general line. The Excise Superintendent will be required to tour 21 days every month throughout the year in all seasons. Very little rest and constant exposure to unhealthy climatic conditions will be his lot in life. He should surely be paid higher rates of wage than his confrères in the Provincial Civil Service, who is safely housed in an office during the hot weather and rains, and who, if he is on tour during the cold weather, is in comfort in the new scheme with the existing ordinary prospects in the Provincial Civil Service is most unfortunate. According to the existing cadre, these prospects do not seem to be in a healthy condition. The lower grades are congested. Looking at the Quarterly Civil List, corrected up to July 1913, I find the cadre as follows:—

First grade	-	-	-	5
Second grade	-	-	-	7
Third grade	-	-	-	16
Fourth grade	-	-	-	49
Fifth grade	-	-	-	72
Sixth grade	-	-	-	74
Seventh grade	-	-	-	80

There is no progression of any kind discernible in the numbers that make up the various grades. The numerical difference between the first and second grades is 2, that between the second and third 9, that between the third and fourth 33, that between the fourth and fifth 23, that between the fifth and sixth 2, that between the sixth and seventh 6. I challenge any one to say that a definite principle has been followed in the allotment of places to each grade. There are only five appointments in the first grade to a total service of 303 officers. One place in the first grade to cover every 60 officers. The whole arrangement seems to lack order. Turning to the fourth grade of Deputy Collectors, I

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find it has taken the officer who stands over 10 years to get to this place. The next officer has been nearly seven years in the grade, and the next four officers six years each. In the fifth grade, the officer who stands first has been nearly 10 years in the grade, the next two officers nearly 7 years each, and the fourth officer over 6 years. If, therefore, it takes an officer any period between 11 and 20 years to get through the fourth and fifth grades, it follows that the first grade must necessarily be one which, to quote again from the Excise Commissioner's re-organisation scheme, "Deputy Collectors attain when they have almost reached, if they have not exceeded, the age of 55." There is no use, however, in my labouring further over the matter. But I venture to submit that a cadre which places the first grade of a department beyond the ordinary range of 30 years' service, and beyond the ordinary age limit of 55 years, is scarcely one that should be used as a standard or measure for determining the prospects in another department with which its work has no parallelism whatsoever. Particularly since, as the Excise Commissioner has observed, "there is very little doubt that the nature of Excise work will compel every Excise officer to retire at this age," namely, 55 years. The connection between the Provincial Civil Service and the Excise Department is adventitious and not due to any analogy between their respective duties. It has happened that Excise Deputy Collectors have in the past been taken from the Provincial Executive. But they have never liked the work, special inducements in the shape of extra allowances and increased travelling allowance rates have had to be offered to get them to remain at all, and a return to the general line towards the closing years of their service has always been a stand-by. In the new Excise and Salt Department the situation will be entirely different. I can see no reason for determining the pay and prospects of a service with such hard conditions as those prevalent in the Excise and Salt by a consideration of the pay and prospects of the Provincial Civil Service with its sheltered sedentary work. Still less do I fail to see why the Rs. 800 limit is one that might reasonably be excluded from consideration. It is true that, owing to a disproportionate distribution of cadre the Rs. 800 grade is reached by Deputy Collectors late in service, nevertheless it is reached by a good many, and most of them certainly aspire to reach it. Their work is such that they can go on taking extensions of service till 60. If, under existing circumstances, Excise Deputy Collectors, *whilst retaining to the full the prospects of their own service*, have had to be paid something more than their salaries in the Provincial Civil Service to induce them to remain on and do Excise work, can it reasonably be expected that in a closed Excise service, men of the same class but of a more robust stamp will be attracted by the infinitely harder and more risky preventive work with greatly curtailed prospects? As the Excise Commissioner has pointed out in his re-organisation scheme, "even on pay equivalent to that of the Provincial Civil Service we cannot expect to get men of the class of Deputy Collector for that Service, apart from the less arduous character of the work, holds forth many attractive prospects in the shape of allowances for special posts, e.g., in the Settlement Department, the charge of a subdivision with a free residence and the prestige which such a position gives, and the ultimate possibility of attaining to the charge of a district." The Excise and Salt Department will have harder work and no such special prospects or prestige to offer its officers. It follows that it must have a better-paid cadre if it is to attract the class of officers it requires. I strongly deprecate the argument that "the more immediate prospects of a service are more an object of concern than the more uncertain probabilities of the higher grades." It has needed the throwing open of half a dozen posts ordinarily reserved for the Indian Civil Service as well as a first grade on Rs. 800 to keep up suitable recruitment for the Provincial Civil Service. I have had the privilege of many friends amongst Deputy Collectors, and I know how greatly the chances of securing posts ordinarily reserved for the Indian Civil Service are valued, speculative though those

chances may be owing to a disproportionate arrangement of cadre. Men of a similar class are not likely to be attracted to the infinitely harder work of the Excise and Salt Department when the Rs. 800 grade has gone by the board, and when promotion to the two grades of Rs. 600 and Rs. 700 will not follow as a matter of course, but will be dependent upon merit, ability and activity. It will, I fear, need a nice discrimination indeed to decide that a Superintendent is worth Rs. 500 a month and not Rs. 600 or Rs. 600 and not Rs. 700. The department is yet unborn, but I venture to state that men of the class of the Provincial Civil Service will not be attracted to the new Excise and Salt Department with prospects assured only as far as Rs. 500. It is true that a scale of incremental salaries possesses pecuniary advantages over a graded cadre, but it is placing far too high a value on such advantages to lay down that the higher salaries towards the end of one's service, *which materially affect the amount of one's pension*, can therefore be considered a negligible matter. I consider that in the Bengal Excise and Salt there should be the same range of salaries as those paid to the Northern India Salt, or to the Madras Excise and Salt and with the same class of higher posts. Those two departments do work of the same nature, but in a climate far healthier than Bengal, in a country much more readily traversable and with the cost of living on a much lower scale. I would therefore propose the following cadre of salaries:—

Rs. 250 to Rs. 400, by annual increments of Rs. 15.

Rs. 400 to Rs. 500, by annual increments of Rs. 25.

Rs. 500 to Rs. 800, by annual increments of Rs. 30.

On Rs. 900—3 appointments.

On Rs. 1,000—2 appointments.

Under this scheme it would take an officer 25 years to reach Rs. 800. He would, if appointed direct as Superintendent, still have five years in front of him in which to reach Rs. 900 or Rs. 1,000. If appointed originally as Inspector (Assistant Superintendent), it will, I compute, have taken him at least five years to rise to a Superintendentship. So that the period fixed by me cannot be lengthened without placing the Rs. 800 salary beyond the reach of two-thirds of the Superintendents. Deputy Commissioners should, I think, be paid Rs. 1,500, the same as the Deputy Commissioner of the Northern India Salt Department. Unlike his confrère in Madras or Northern India, the Bengal Deputy Commissioner will be in close touch with Collectors, and he will be inspecting specialised work, of which the District Collector, though without technical training, is the virtual head. The Deputy Commissioner's position will not, therefore, be an easy one, and he will need to be an officer of considerable tact and discretion. If his advice and remarks are to carry weight, the appointment must be given adequate status and pay.

77,994. (v) Conditions of Leave.—I consider that the long-leave rules of the European services should apply to the European officers in the grade of Superintendent. Though no limits may be laid down by rule as to the employment of Europeans and non-Europeans, and, though the service may not be specifically declared to be "European," yet it will be found by experience that a vigorous administration can be secured only by employing a large percentage of European officers. Such officers cannot, of course, change their bodily constitution, no matter to what service they may belong, and in a climate like Bengal the hard conditions of preventive work will soon wear them out, unless they are able to procure a change to a temperate climate at intervals which have been found necessary for their countrymen employed in services specifically declared to be European.

77,995. (vi) Conditions of Pension.—In the Bengal Salt and Excise Department, retirement should be compulsory at the age of 55 years. I have found by practical experience that, by the time they reach 55, officers are physically too worn out for the outdoor work of the department. I also consider the 30 years' qualifying superior service necessary towards earning a retiring pension unusually long for the Salt and Excise

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Department. The officers who are anxious to retire before reaching the maximum age limit are generally those whose health is failing, but who are not yet so completely broken down as to be invalided. To keep such officers hanging on, in the attempt to reach the present length of service necessary to secure a pension of half one's average salary, is not conducive to either efficiency or economy. A high price is being paid for indifferent work. It is better to let such an officer go and replace him by a young hand. The total cost to the State, at any rate for the first few years, will be no more than the full salary of the officer voluntarily retired. I therefore consider that the qualifying service for voluntary retirement should be reduced to 25 years. I do not think there is any real fear of such a rule being abused. No officer, sound in mind and limb, particularly if a married man, will deliberately throw away half his salary and the prospects of higher posts for the sake of vegetating on a small pension. I think the statistics of the Indian Civil Service will prove that retirement after 21 years' actual and 25 years' total service is the exception rather than the rule, even though the amount of pension remains unaffected by further service. In regard to the amount of pension, I consider the present maximum of Rs. 5,000 a year needs revision. There are very few services now (and there will be still fewer in the near future) whose first grades do not run to, or even exceed, Rs. 1,000 per mensem. It does not seem reasonable that the half average emoluments which constitute the maximum limit of pension should, in the circumstances, be restricted to a salary of Rs. 833-5-4 per mensem. I think the pension limit should be increased to Rs. 6,000 a year, a figure which will on the whole represent half the salary of the first grades of most services.

77,996. (vii) Limitations as to the Employment of Non-European, &c.—No limitations exist or have been proposed in regard to the employment of natives of India in either the Excise or Salt Departments. In the Salt Department, as at present constituted, the supervising officers are largely European or Anglo-Indian. This is solely due to the fact that the risks incidental to Salt work and the hardships of an outdoor life of constant patrols have proved too much for the well-to-do classes of Bengal. On the rendition of Salt work in Orissa to Bengal there was a great dearth of officers in the new Bengal Salt Department, and Sir K. G. Gupta, at that time Commissioner of Excise and Salt, appointed a batch of six young Bengali gentlemen as Inspectors. Five were graduates of the Calcutta University and sons of well-to-do people, the very class the department is anxious to secure. Nevertheless, the first half-a-dozen patrols proved to be too severe a strain for one of these gentlemen, who resigned within a fortnight of appointment. Another, as soon as he was placed in charge of a circle, was detected resorting to the expedient of writing false diaries showing patrols that were never actually made, and had to be turned out of service. Two resigned a little later on, significantly soon after the occurrence of the Champahati riot in the 24 Parganas District, where the department was then initiating preventive operations amidst considerable difficulties and active opposition. The two who yet remained came from other departments with a credit of Government service in their favour which they could not afford to throw away. One of these hailed from the Excise, and he went back to that department after one year's work in the Salt Department. The remaining officer secured an appointment in the Provincial Civil Service. Thus, within a couple of years or so, there was not one left of the first batch of six men appointed. Sir K. G. Gupta then realised that Salt preventive operations called for fibre that would have to be largely European or Anglo-Indian, and experience has proved him to be right. Most of the officers who, notwithstanding the hard work, have stuck manfully to their guns, have been Europeans or Anglo-Indians. Since Sir K. G. Gupta's time the experiment of appointing young Bengali gentlemen as Inspectors has been tried from time to time, but their careers have generally been exceedingly short; and, when they have not resigned, they have moved heaven

and earth to get away to other departments. At the present moment there is only one Bengali gentleman Inspector in the department, who is a graduate of the Calcutta University, and the son of well-connected folk in affluent circumstances. He has shown considerable grit in sticking to his post, yet the work is steadily undermining his health and he suffers much from sickness. In the Excise Department, on the other hand, the supervising staff is mostly non-European. But present conditions leave much to be desired in the matter of supervision, detection, and preventive patrols. When supervision has improved, and the staff is kept constantly on the move detecting or preventing offences, conditions approximating to those of the Salt Department will have been introduced and history will repeat itself. Even amongst the harder lower strata from which Salt Sub-Inspectors are recruited there is an ever-present tendency to avoid being constantly on the move, and more punishments are inflicted for writing false diaries showing patrols on paper than for any other offence. In the circumstances, the nature of the work itself will prove a sufficient deterrent towards the recruitment of the class that constitutes the Provincial Civil Service. I do not advocate any precise limitations. I would welcome any race under the British flag provided it performed its outdoor duties with zeal and industry, and did not shirk patrols. In my opinion, the new Excise and Salt Department will do best under a mixed staff of Europeans and non-Europeans, but with a predominating element of the former. There is no division of the services into Imperial and Provincial.

77,997. (viii) Relations with the Indian Civil Service.—A member of the Indian Civil Service is the head of the Excise and Salt Department. At the present moment the cadre of Magistrate and Collector, second grade, includes the appointment of Commissioner of Excise and Salt. In its practical working the arrangement leaves much to be desired. My experience dates from the rendition of Orissa Salt to Bengal in 1897. Since then 11 officers have filled the appointment of Commissioner of Excise and Salt. Eleven officers in 17 years give an average tenure of one year and seven months; but, as a matter of fact, some of these officers have returned a second time to the department after being on long leave, or after officiating in other appointments, so that their tenure has not been by any means continuous. The evil of such constant changes do not need to be enlarged upon. The administration of a large department is a continuous growth. Its previous history is recorded not in a single volume easily accessible, but in innumerable files buried away in almirahs. One matter bears upon and influences another, yet the same subject does not crop up continuously. It arises at intervals. The most voluminous of notes cannot take the place of personal experience. A new Commissioner does not know what has gone before. In Salt matters I have had to explain antecedents again and again to each new Commissioner. It could be no different in the Excise branch. To this frequent change of officers I ascribe the fact that such a necessary measure as the amalgamation of the Salt and Excise Departments and their reorganisation has been delayed for over 13 years. Schemes differing from each other according to the experience of their authors were propounded in turn by Messrs. Gupta, Inglis, Geake, Foley, and finally by Mr. Donald, the last being now on the anvil. In my opinion, all this is due to the fact that no single officer was long enough in the department to acquire sufficient experience of details to give final shape to it and to carry through his measures. The present position of the Commissioner of Excise and Salt in the grading of the Indian Civil Service is too near the gate that leads to Divisional Commissionerships. Two remedies suggest themselves. The Excise Commissionership might be brought up to the level of the Inspector-Generalship of Police and ranked and paid as such; or it might be removed lower down and included in the cadre of third-grade Magistrates and Collectors. I am in favour of the first remedy. A third-grade Magistrate and Collector holding the position of a Commissioner of Excise and Salt would be too junior to deal with sufficient authority

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with senior Magistrates and Collectors in charge of districts. In this connection it might be useful to quote the remarks of the Indian Excise Committee of 1905-6, paragraph 294, page 129: "The head of the department should be an officer of standing who should have the power of issuing orders both to the Collectors and to the special staff and reasonable continuity in the office should be secured."

The next point for consideration is the extent of the connection of the Excise Superintendent with the District Collector. In this regard the Commissioner of Excise and Salt has stated in his reorganisation scheme that "it is the case, and it was fully recognised at the Commissioners' Conference in 1907 that most Collectors take an active interest in Excise matters." Nevertheless their interest cannot be very effective. I have found after a practical experience of over 20 years that no officer can efficiently control a peripatetic preventive staff unless he is himself constantly on the move amongst them, going over the ground that they have traversed with the special object of checking their movements and their work. That he cannot really guide their detective efforts unless he has himself dealt at first hand with informers, organised searches or raids and detected cases. That he cannot secure practical results from their inspection of shops unless he is himself constantly inspecting licensed premises and testing liquor. In short, in specialised work of the nature of Excise it is the practical personal experience and intimate everyday knowledge of all details that is so vital a factor in the matter of a robust administration. I am not aware of a single district in Bengal in which the ordinary duties of a Collector would leave him leisure sufficient to tour frequently with the Excise staff, or to take a hand in the detection of Excise cases, or to make inspections of shops at adequate intervals. His interest might, by inclination, be ever so active, he would nevertheless be compelled by circumstances to confine it to occasional inspections, more or less superficial, and to reports put before him either on paper or orally. He would thus have no means of building up a sufficient personal experience of details so essential in regard to fiscal questions. Take the very subject of licensing on which the Excise Commissioner lays so much stress in his reorganisation proposals, and from which he deduces the necessity for a close association between the Collector and the Excise Superintendent. I would point out, in the first place, that in the Madras Presidency Excise licenses are settled by *"bona fide"* auction subject to a discretion as regards the exclusion of undesirable persons and also to a fixation of a price for each shop. The system works perfectly smoothly notwithstanding the fact that the Excise Department is not under the control of Collectors. When the time of annual settlement arrives necessary statistics are prepared and made over to the District Officer, and he is interviewed by the local Excise Officer, if needful. To prevent any manipulation of bidders no Excise officers are allowed to be present at the auction sales. Here is a duty which could easily be performed by Collectors. Nevertheless, in Bengal many Collectors cannot find time to attend auction sales, and some put in a short appearance merely for an hour or two. The duty is generally delegated to the Excise Deputy Collector. I do not know if the question was considered by the Commissioners' Conference of 1907 from the practical standpoints indicated by me; but the Excise Committee of 1905-6, whose conclusions are based upon a large volume of evidence, specifically declare in paragraph 286, page 135, that "the proper position of the controlling officer (*i.e.*, the departmental officer in charge of a district) appears to the Committee to be one analogous to that of the Superintendent of Police. He should be subordinate to the Collector in all matters of general policy and in constant touch with him, but he should relieve him of all matters of

"detail and should report to his departmental head on matters of discipline and internal organisation." Collectors really cannot find time to do more than to direct a general policy. When it was suggested by the Government of India that Collectors and Subdivisional Officers should take over the duties of collection, licensing, and all matters affecting the public, the immediate reply was "that District Officers and Subdivisional Officers are already sufficiently burdened with work and cannot bear additional tasks." Let this reply be given due weight to. Officers with their hands already full cannot see properly to matters outside their regular duties, whereas Excise administration needs unintermitting attention. I therefore urge that this recommendation of the Excise Committee be given effect to, and Excise Superintendents in Bengal be placed upon precisely the same footing in regard to the District Collector as is held by the District Superintendent of Police.

77,998. (ix) Other Points.—For final consideration arises the question of the position of Subdivisional Officers in regard to Excise matters. The reorganisation scheme of the Commissioner of Excise and Salt foreshadows a considerable amount of intervention on their part in Excise administration. It has been pointed out that "throughout the Province Subdivisional officers are in direct charge of the Excise administration of the Subdivision, and have all the powers of a Collector except such as have been exclusively conferred on, or assigned to, the District Collector." Obviously their powers are on a level with those of an Excise Deputy Collector; and the intention is to augment their functions. If the Excise Committee's views set forth by me in paragraph 8 *supra* are rational, and they consider it necessary towards a sound administration that the Collector's supervision should be confined to matters of general policy; it follows that the interference of Subdivisional Officers with the internal details of Excise administration will be a far greater evil. It may be that under existing circumstances some of the Subdivisional Officers have at one time or another been Excise Deputy Collectors, but with a closed Excise service their opportunities of acquiring practical Excise experience will have passed away. The Excise Superintendent of the future will be an expert at his work specially trained for and officially brought up to it; whilst the Subdivisional Officer will be more and more of an amateur with only a superficial knowledge of Excise matters. I can conceive no detail in which his interference could possibly lead to skilful handling. In any case the interference of several officers *possessing co-ordinate powers* with the internal details of Excise administration cannot conduce towards efficiency. Notwithstanding his previous proposals to augment the Excise functions of the Subdivisional Officer, and to give him authority to dispose of many matters which he at present reports for orders to the Excise Deputy Collector, the Excise Commissioner has laid down that preventive work and the preventive staff should be entirely under the immediate control of the Excise Superintendent. But it has been overlooked that there is only the one staff that performs the functions of prevention, detection, inspection, and, to a limited extent, collection. The proposed policy will require Inspectors, Sub-Inspectors, petty officers and peons to take orders from several masters—the Excise Superintendent on the one hand, and the Subdivisional Officers on the other, whose views may often clash. The arrangement proposed is utterly impracticable, and I must strongly condemn it. I would recommend that there should be no functional interference from Subdivisional Officers in the affairs of the department, particularly since, as has been quoted before, these officers "are already sufficiently burdened with work and cannot bear additional tasks."

Mr. S. G. L. PLATTS called and examined.

77,999. (Lord Ronaldshay.) The witness was an Assistant Commissioner of Salt Revenue in Bengal. He was transferred from the Madras Salt Department.

The Orissa Salt Revenue was formerly administered by the Madras Salt Department, because the establishment in Orissa was so small that there was no chance of



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promotion. As Madras had a large department Orissa formed a part of the Madras administration. Differences of opinion arose between the Madras Board and the Bengal Board over financial questions, and as at the same time Government received a report from the officer of the Northern India Salt Revenue specially deputed to make inquiries that there was illicit manufacture of salt along the Bengal littoral, it was eventually decided that Bengal should have its own salt establishment and that Orissa Salt should be brought back to Bengal.

78,000. At present the work was preventive, and was likely to continue to be so. In Madras the preventive work was exactly the same, but there was factory work in addition and the method of administration was entirely different.

78,001. He was in favour of a system of recruitment by competitive examination after selection, because the present system of pure nomination was liable to develop into nepotism. So long as the authorities, who gave the nominations, had no practical experience of the department, they would not be able to select the best men. As a matter of fact, there was practically no recruitment going on at present as the staff was so small.

78,002. The service was recruited entirely in India. He based his claim that European officers in the service should come under the European leave rules on the disabilities imposed upon them by their work, which was very much harder than that in other departments. The work was also hard on the Indian officers. A man was practically broken up by the time he retired. If a demand should rise from other services for the same leave rules the claim might be resisted on the ground that the work of those services was not so rigorous. Indians in the department would not require the same leave rules, as they would take their leave in their own country, whereas Europeans recruited in India, whenever they had the opportunity, went to England, most of them having a home and connections there.

78,003. The salaries proposed under the re-organisation scheme would not be sufficient to attract suitable candidates of the class required, and he therefore proposed the same rates of pay as were given in Madras where the nature of the work was the same.

78,004. A system of selecting an officer for promotion at the end of 15 or 20 years' service, when there was no change of work, worked very hard. It was much easier and fairer to let everyone go on in turn, and to stop promotion only for actual bad work. It might be that one or two men, who were below the average, would get promotion, but that was a lesser evil than a system of selection. There might, however, be an efficiency bar to prevent a man drawing his increments when he was not efficient for the discharge of his duties.

78,005. Under the proposed scheme the Deputy Commissioners would be recruited by selection from

the Superintendents, and he had no objection to the principle of selection coming into play at that stage, because the selection was for another kind of work and more than one factor had to be taken into account. The work of the Deputy Commissioner would be different in kind as well as in degree.

78,006. If an incremental system of salaries was adopted he would still press for compulsory retirement at the age of 55.

78,007. If the amalgamated service was formed, officers should be recruited as soon as practicable after they had taken their degree at Indian Universities. The officers might be recruited at a comparatively young age, but they should nevertheless be entitled to draw a pension after 25 years' qualifying service. The wear and tear of the work was sufficient to justify a claim of that kind. Men were worn out at about 50, and if they stayed on they were no longer fit for work.

78,008. (*Sir Theodore Morison.*) The Bengal Deputy Commissioner would be merely an advisory officer, because the work would be carried out through the district Collector, who might or might not adopt his suggestions. The lower the pay of the Deputy Commissioner the less likely were his suggestions to be adopted, and therefore the pay should be high enough to give him status. It would be a very difficult appointment, because the Deputy Commissioner would be dealing with the work of an officer who was in no way bound to listen to him or accept his advice, and who was not himself an expert. Collectors sometimes made very great mistakes from the technical point of view. The best thing to do would be to adopt the Madras system, and have the department working entirely under its own head, quite irrespective of the district officer, but that had been opposed in Bengal. In Madras the department was entirely separated from the Collector, though closely in touch with him, and the Collector as the licensing authority had charge of the sale of excise shops. That was not the system proposed in the reorganisation scheme.

78,009. (*Mr. Abdur Rahim.*) Looking at the matter from the administrative standard, European officers broke up much sooner than Indian officers, as the Indian had the advantage of working in his own environment. Indians disliked the work intensely for more than one reason, but if they cared for the work they could stand it physically better than Europeans. If appointments were advertised no doubt a large number of applications would be received from Indians, but he did not think they would remain in the department for any length of time.

78,010. (*Mr. Chaubal.*) He did not think that men taken from the police training schools would be the class of men required for the department, as rather high educational qualifications were needed. It had been proposed in the scheme to recruit the same kind of men as those at present in the Provincial Civil Service, and with that proposal he agreed. Liquor shops in Bengal were sold by auction.

The witness withdrew.

SRIJUT PAMPU SINGH, Superintendent, Central Distillery, Jorhat, Assam.

*Written Statement relating to the Excise Department, Assam.*

78,011. (i) *Methods of Recruitment.*—There was no system of recruitment to the Excise service prior to 1903, when the Department was manned by the Inspector General of Police. Under the Assam Government Circular No. 35F., dated the 18th September 1903, three posts of Excise Inspectorships (present Superintendents of Excise) were created with the sanction of the Secretary of the State, two of which were filled up by officers of the Provincial Civil Service and the third by an officer of the Subordinate Executive Service. The Excise Department was then separated from the Police and was placed in the hands of the Divisional Commissioner in the Brahmaputra Valley and the Honourable the Chief Commissioner in the Surma Valley. In April 1905, when the Excise staff was strengthened, five additional posts were created to

provide one Superintendent of Excise for each district and these posts were all filled up by officers of the Subordinate Executive Service. With the formation of the province of Eastern Bengal and Assam in October 1905, a regular Excise Department was created with the Commissioner of Excise at its head. Later on two more posts were created, one Superintendent of the Jorhat Distillery and the other Inspector of Warehouses (present Assistant Inspector of Distilleries), both these posts being held by officers of the Subordinate Executive Service. The latter post was transferred to Bengal with the formation of the separate province of Assam again in April 1912 and is now shared with this province, thus there are nine posts in the superior branch of the Excise Service at present in Assam, their official designation being



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Superintendent of Excise, two of these posts are held by officers of the Provincial Civil Service and the rest by members of the Subordinate Executive Service. These officers are seconded for the duty and are allowed special Excise allowances, Rs. 75 per mensem in the case of Extra Assistant Commissioners and Rs. 50 in the case of Sub-Deputy Collectors, except the Sub-Deputy Collector, Superintendent of Excise in charge of the distillery, who gets an allowance of Rs. 75 per mensem.

The present system, although working on the whole satisfactorily, has not given equal satisfaction to all the officers. The promotion of officers from the Subordinate Executive Service to the Provincial Service has been slow. The officers of the Subordinate Executive Service deputed to other special duties, such as Settlement and Co-operative Credit Society works, are sometimes promoted to the Provincial Civil Service in preference to the claims of the officers in the Excise Department. The distinction that some officers should belong to the Provincial Civil Service and others to Subordinate Civil Service appears anomalous, both classes of officers having to perform the same nature of duties. When an officer in the Subordinate Executive Service is promoted to the Provincial Civil Service he cannot be retained in the Excise Department and is required to revert to the regular line, as under the existing rules only two posts can be held by officers of the Provincial Civil Service. This tells on the efficiency of the Department as the valuable services of an experienced officer are lost to the Department.

Under the circumstances, I would suggest a separate Provincial Excise Service for Assam, which should be similar in status and prospects to the Provincial Civil Service. This is essential for the efficiency of the Department, so that it may attract the best men for the service; the system of recruitment should be the same as exists in the case of the Provincial Civil Service: by nomination and by promotion of selected officers in the Subordinate Excise Service (to be designated as Inspectors in which the present Sub-Inspectors of Excise and Supervisors of Excise Warehouses should be absorbed). The proportion should be 7 to 2. The nominated member should be a graduate of a recognised University and of sound health and good moral character and the age limit should be 25 years. These posts should be filled up by natives of the province and such non-natives as are permanently domiciled in it. Should a separate Provincial Excise Service be not found practicable on account of the small number of officers, I would recommend that all the present posts should be held by officers of the Provincial Civil Service, otherwise the prevailing discontent, occasioned by having the same work done by two different services, will still continue.

**78,012. (ii) System of Training and Probation.**—At present the officers in the superior service receive no regular training except the Superintendent of Excise in charge of the Distillery who receive six weeks' training in Madras in Distillery work. As these officers are recruited from the Provincial Civil Service and Subordinate Executive Service, there is no probationary period for them in the Excise Service. If the present system of recruitment should continue, I recommend no probationary period for them, but a training period for three months in technical and general excise work. If the new method of recruitment suggested be adopted, I would recommend the probationary period of one year, of which six months should be spent in technical training in all the branches of the Excise work (such as Distillery work in Jorhat or Madras, *ganja* cultivation in Rajshahi and opium in Patna and Chemical Excise Laboratory and Customs House work in Calcutta) and the other six months under an experienced Senior Superintendent of Excise in General training. These officers should not be confirmed till the pass departmental examination, in criminal and general and law of evidence and in language test. Under the present method of recruitment the existing system of departmental examinations is on the whole suitable.

**78,013. (iii) Conditions of Service.**—On the nine posts of the superior service, seven are held by officers

of the Subordinate Executive Service and two only by members of the Provincial Civil Service. This is not satisfactory. The duties of the officers being the same it looks anomalous that officers should be recruited from two services. I would recommend one Provincial Service for all. If the system of seconding officers as at present continue the special excise allowance should exist, otherwise the service will not be attractive to these officers. If a separate Provincial Excise Service is created, the Superintendents of Excise should be treated as first-class officers for the purpose of travelling allowance like the Superintendents of Post and Telegraph offices and the Superintendents of Police and the Provincial Excise officers in Burma. This is necessary, as with the creation of the new Provincial Excise Service the present local allowance will cease. In case the separate service is formed it should be desirable that the present Superintendents of Excise be placed in such grades as would compensate them for the loss arising from the cessation of excise allowance. Other conditions of the service should be similar to those in vogue in the Provincial Civil Service.

**78,014. (iv) Conditions of Salary.**—If the proposed Provincial Separate Excise Service, the creation of which is now under the consideration of the Local Government be introduced, the number of officers in the service will be as a matter of fact small for this province. So a graded service will not be suitable as it will not secure an even flow of promotion. I would, therefore, advocate a time scale of salary. It should commence at Rs. 250 per mensem and rise by annual increment of Rs. 25 to Rs. 800 in 22 years, which should be the maximum pay as that of the Provincial Civil Service at present. I propose similar pay with the Provincial Civil Service as it is very necessary that the Department should be attractive for its efficiency. The work of the officers is arduous and responsible. The pay of an officer should rise up to Rs. 500 by regular increment every year, after which the increment should be conditional on good work and approved merit. The pay of an officer during his probationary period should be Rs. 100 per mensem.

**78,015. (v) Conditions of Leave.**—The existing leave rules seem to be suitable. The privilege and furlough earned by an officer should not be refused to him when required on the ground of relieving officer being not available, in consideration of the fact that the work of an Excise officer is arduous.

**78,016. (vi) Conditions of Pension.**—The period of 30 years' service which entitles an officer to the full pension seems to be long in the case of Excise officers who have hard out-door work to do throughout their service. I would, therefore, suggest full pension on completion of 25 years of approved service, and in the case of breakdown of health on completion of 20 years' approved service. In other respects I have no suggestions to make.

**78,017. (vii) Such Limitations as may exist in the Employment of non-Europeans and the Working of the Existing System of Division of Services into Imperial and Provincial.**—Such limitations exist in the employment of non-Europeans as are applicable to the Provincial and Subordinate Executive Services as recruitment is made from these services. The present posts in the superior service are all held by Indians at present. The post of the Commissioner of Excise, which is Imperial, is held by an Indian Civil Service or a military officer corresponding to that rank. This post is held by a European. The distinction between the Imperial and Provincial Services as it exists in the Department at present does not seem to be prejudicial to the interests of the service.

**78,018. (viii) Relations of the Service with the Indian Civil Service and other Services.**—The Superintendents of Excise are at present directly subordinate to the District Collectors. Their relations as laid down in the Hand Book of Excise seem to be desirable. The relations with the Superintendents of Police are also satisfactory.

**78,019. (ix) Any other Points within the Terms of Reference to the Royal Commission not covered by the Preceding Heads.**—A separate Subordinate

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Excise Service should be created. The present Sub-Inspectors and Supervisors of Excise Warehouses should be absorbed in that service and designated as Inspectors. At present there are two grades for them, Rs. 50 and Rs. 75 per month, and a special grade of Rs. 125-5-150 for the Deputy Superintendent of the Distillery. This requires improvement. They should begin at Rs. 50 and rise up to Rs. 150 in 15 years by annual increment. There should be three special

grades of Rs. 175, Rs. 200, and Rs. 250 which should be filled up by selection from amongst officers of approved merit. There should be a certain number of probationers on Rs. 30 a month. The requisite qualifications for admission into the Subordinate Excise Service should not be below University Matriculation Certificates. Two posts in the Provincial Excise Service should be open to competent and deserving officers of this service in three special grades.

Mr. PAMPU SINGH called and examined.

78,020. (*Lord Ronaldshay*.) The witness was Superintendent of the central distillery at Jorhat, and was drawing a salary of Rs. 250 with a Rs. 75 allowance. He was a Sub-Deputy Collector of the Subordinate Executive Service deputed to excise.

78,021. In Assam there was no separate superior excise staff, the whole of the work being done by officers of other services. The Assistant Commissioner of Excise was shared with Bengal, Bihar, and Orissa, and was an officer who had been specially appointed on a personal rate of pay for the three provinces, and the only one who might be described as an excise officer proper.

78,022. It was desirable that there should be a separate Excise Service similar in every respect in status and prospects with the Provincial Executive Service. The proportion of direct recruitment to promotion from the subordinate service should be seven to two. In the scheme, which had not yet been published, there were only nine officers proposed, and one-fourth would be roughly two. His reason for proposing so small a number for promotion from the subordinate ranks was because at present the officers of the subordinate service were not suitable, as far as educational qualifications were concerned, for the superior service of the Excise Department. If there were officers sufficiently qualified he had no objection to the number being increased. If a separate Excise Department was created it would be better to have a separate cadre for Assam. He did not think there was anything in the argument that the prospects would be improved if the Assam cadre was combined

with the Bengal cadre. If such a combination was brought about he did not think Assam would get its proper share of promotion.

78,023. The new service should be paid by means of a time-scale, as that would be better than a graded system with such a small cadre. The age-limit should be 25 for direct recruitment.

78,024. Officers in the new department should be entitled to retire on full pension after 25 years, as the duties of an Excise officer were very much more arduous than the duties of a Deputy Collector in the executive service. He had to spend 200 days of the year on tour, and that was very prejudicial to his health.

78,025. (*Sir Murray Hammick*.) He had received his training in Madras, and his work now consisted in looking after a distillery and occasionally doing special work in the districts in looking after warehouses.

78,026. (*Mr. Chaubal*.) The department was so hard worked that it should have the opportunity of taking a pension after a comparatively short service.

78,027. (*Sir Theodore Morison*.) If direct recruitment was made there should be a period of probation for one year. Six months should be spent in distillery work and on opium and *ganja*, and six months under the superior senior Superintendent of Excise for general training. Every department in the office ought to have a specialised knowledge, as Superintendents of Excise were required to inspect warehouses, which necessitated technical knowledge in the way of gauging and proving spirit, taking stock, inspecting registers, &c.

The witness withdrew.

F. W. MARTIN, Esq., Superintendent of Excise, Pegu, Burma.

*Written Statement\* relating to the Excise Department, Burma.*

78,028. (i) *Methods of Recruitment.*—The majority of Superintendents consider that the best method of recruitment is by local nomination of men irrespective of caste, creed, or nationality; that first appointments should be made to the grade of Assistant Superintendents of Excise; and that Assistant Superintendents of Excise should be appointed Superintendents after a period of satisfactory probation. Provided that Inspectors of Excise of proved merit and ability are also eligible for the grade of Assistant Superintendent of Excise.

A minority (Messrs. Havelock, Jones, Law, Warmington, Anderson, Korb, and Carrapiett) are in favour of recruitment at the rate of 50 per cent. in England and 50 per cent. from local sources on the above lines.

A minority (Messrs. Martin, Ba Thaw, Thomas, Stacey, and Law) are in favour of Excise Inspectors being appointed direct to the grade of Superintendent of Excise.

\* Proceedings of the following Superintendents and Assistant Superintendents of Excise met in Conference in Rangoon on the 14th and 15th March 1913:—1. Mr. L. A. Thurston, Mandalay; 2. Mr. F. W. Martin, Pegu; 3. Mr. W. J. S. Carrapiett, Rangoon; 4. Mr. B. M. Thomas, Henzada; 5. Mr. P. M. Duncan, Mandalay; 6. Maung Ba Thaw, Pagan; 7. Mr. H. Munro, Tharawaddy; 8. Mr. L. A. Havelock, Insein; 9. Mr. W. E. Jones, Syriam; 10. Mr. W. Law, Thantón; 11. Mr. T. W. Warmington, Yamethin; 12. Mr. H. A. Stacey, Toungoo; 13. Mr. F. H. Dobson, Katha; 14. Mr. R. K. Anderson, Rangoon; 15. Mr. T. A. Korb, Rangoon; 16. Mr. D. Havelock, Prome.

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78,029. (ii) *System of Training and Probation.*—The majority agree that if newly appointed men are sent for training under selected Superintendents the best results will be attained. The training to include, when possible, a term at a distillery and to cover, ordinarily, a period of two years.

A minority (Messrs. Martin, Warmington, and Thomas) favour a period at the Police Training School, Mandalay.

All officers to be on probation for at least two years except in the case of Inspectors whose period of probation may be for a shorter term. It is understood that all Inspectors will have been sufficiently trained prior to their selection as Assistant Superintendent of Excise. Consequently their pay in the Assistant Superintendent of Excise grade will not be affected. It is agreed that officers who are confirmed should take precedence of those still on probation in their grade.

78,030. (iii) *Conditions of Service.*—Six (Messrs. Havelock, Korb, Warmington, Law, Anderson, and Carrapiett) are in favour of the service being Imperial. The majority are in favour of the service continuing Provincial.

78,031. (iv.) *Conditions of Salary.* It is unanimously agreed as follows:—

(1) That the maximum and minimum salaries of Superintendents be Rs. 1,000 and Rs. 400 respectively;

(2a) That there be a time-scale of pay; or

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Mr. F. W. MARTIN.

[Continued.]

(2b) In the alternative that the distribution of appointments be more even to allow a larger number of officers in the higher grades;

(3) That officers drawing Rs. 500 and over be allowed the same rate of travelling allowance as first class officers, e.g., District Superintendents of Police;

(4) That the appointment of Chief Superintendent of Excise be exclusively reserved for Superintendents of Excise and that the pay of the appointment be Rs. 1,250 to Rs. 1,500; and

(5) That there be two grades of Assistant Superintendent of Excise (three dissentients—Messrs. Thurston, Carrapiett, and Dobson) as follows:—One on Rs. 250, and another on Rs. 300.

78,032. (v) Conditions of Leave.—That officers of the Excise Department be subject to leave rules based on those applicable to the European Services.

Mr. F. W. MARTIN called and examined.

78,035. (*Lord Ronaldshay*.) The witness was Superintendent of Excise, Pegu, Burma, and represented the officers of the Excise Department in that country.

78,036. In Burma the Superintendent of Excise was in charge of the whole of the district under the orders of the Deputy Commissioner.

78,037. There was a little salt production in Burma, in the Arrakan Division and in Bassein, and a considerable amount in Shwebo.

78,038. The work of the department was chiefly preventive in connection with opium, morphia, and cocaine.

78,039. The Commissioner of Excise was recruited from the Burma Commission. The excise cadre consisted of a Chief Superintendent on Rs. 1,000 rising to Rs. 1,250, 29 Superintendents, and five Assistant Superintendents, with pay running in grades from Rs. 250 to Rs. 800.

78,040. Six members of the service desired to see the department made Imperial. Their chief reason was that if the department was an Imperial one they would benefit under the leave rules. They desired one Excise and Salt Department for the whole of India. There were men in Burma who had come from India, and apparently their idea was that if the department was made Imperial they might be able to arrange exchanges and return to India where living was much cheaper and the conditions in some cases healthier.

78,041. There might be objections on the ground of language to transfers of that kind, especially with regard to men who come from India to Burma and did not know the Burmese language, but the difficulties would not be so great in transfers from Burma to India, as most of the officers had a colloquial knowledge of Hindustani. The majority of the officers were in favour of the service remaining Provincial.

78,042. Most of the officers were in favour of local recruitment with arrangements for promotion from the subordinate service, but a certain number asked that 50 per cent. of the officers should be obtained from England. He did not think, however, there was any special benefit to be gained by obtaining men from that country, as an Excise officer, to be useful, had to be in touch with the people. It was argued by some members that if the service was an Imperial one a very large proportion of the recruitment would have to be made in England.

78,043. The majority of officers considered that the Excise Department should be recruited locally, partly by direct recruitment and partly by promotion of men from the subordinate service. He himself was of opinion that in order to secure men of experience, two-thirds should be promoted from the subordinate ranks and the other one-third recruited direct.

78,044. One Superintendent and two Assistant Superintendents in the department were Burmans. When the department was first formed, a number of

The nature of the work of an Excise Superintendent is such that health is impaired sooner and oftener than in the case of some other departments, and it is felt that consideration in this respect may be claimed especially in the case of furlough.

78,033. (vi) Conditions of Pensions.—That an officer be permitted to retire after 25 years' active service on full pension should be so desired.

78,034. (ix) Other Points.—It is felt that when an adverse report on an officer is made (confidentially or otherwise) a copy of the report should be furnished to the officer adversely reported on, and he should be permitted to defend or explain himself.

With reference to Article 119 (a) Civil Service Regulations, the Superintendents in conference consider that junior officers should be permitted to officiate in higher grades when officers go on leave.

Burmans came from the Subordinate Civil Service, but when they were promoted to the Provincial Service they went back to ordinary civil work again. If Burmans were eligible, they should be recruited on the same lines as men of other race.

78,045. Salaries should be on an incremental scale, as it was fairer to the officer, and his prospects were more certain.

78,046. The Chief Superintendentship of Excise was not exclusively reserved for members of the department, but was open to them. If a member of the Excise Service held it, he received Rs. 1,000 to Rs. 1,250. If a police officer had the appointment, he received an additional allowance of Rs. 200. At present the office was held by a District Superintendent of Police. The appointment should be reserved exclusively for the Excise Service.

78,047. At one time there was considerable difficulty in getting leave. Many Superintendents had to wait for 18 months or two years, but latterly there had not been any difficulty. The former difficulty was due to an insufficiency of officers, and that had now been made good.

78,048. (*Sir Theodore Morison*.) There was a reluctance on the part of Burmans to enter the department, on the ground that it was disreputable to have anything to do with liquor, and also because the work involved a good deal of hard travelling. Also in the other services they enjoyed much more influence than they enjoyed in the Excise Department.

78,049. The department was governed by the ordinary Provincial Service pension rules. Service was for 30 years, and Rs. 5,000 was the maximum pension. The officers asked for a reduction of the period from 30 to 25 years. The average age of an Assistant Superintendent on entering was 20 or 21, and he would therefore get his pension at the age of 45 or 46, but that was not too early, having regard to the hardships of the service.

78,050. (*Mr. Abdur Rahim*.) If the reduction in the period for pension was granted, he himself would take advantage of it and retire early.

78,051. (*Mr. Chauval*.) The intoxicants produced in Burma, including the Shan States, were hemp, opium, toddy, &c. There were two distilleries in the Tenasserim Division, one each in Moulmein and Toungoo, and also one in Mandalay. There was a large illicit importation into Burma of morphia, cocaine, and opium.

78,052. The Assistant Superintendent helped the Superintendent generally, and was in charge of such work as an Inspector would be put to do in districts where Inspectors existed. The Assistant Superintendent also took charge of the office when the Superintendent went on tour. So far, there were Assistant Superintendents only in Rangoon, Mandalay, and Akyab.

The witness withdrew.

At Madras, Tuesday, 27th January 1914.

PRESENT:

THE EARL OF RONALDSHAY, M.P. (*in the Chair*).

Sir MURRAY HAMMICK, K.C.S.I., C.I.E.  
Sir THEODORE MORISON, K.C.I.E.

MAHADEV BHASKAR CHAUBAL, Esq., C.S.I.  
ABDUR RAHIM, Esq.

And the following Assistant Commissioner:—

T. R. BARTER, Esq., Deputy Commissioner of Salt, Abkari and Separate Revenue, Madras.

M. S. D. BUTLER, Esq., C.V.O., C.I.E. (*Joint Secretary*).

N. S. BRODIE, Esq., I.C.S., Commissioner of Salt, Abkari and Separate Revenue, Madras.

*Written Statement relating to the Salt and Abkari Department, Madras.*

78,053. (i) **Method of Recruitment.**—The rules for the recruitment of the Salt, Abkari and Customs Department are embodied in Chapter XLII. of the Salt Manual. It should be premised that in this Presidency the administration of the Salt and Excise Revenue is combined, and the subordinate officials of the joint department are also liable to be employed on purely Customs work under officers of the Imperial Customs Department. The higher officers of the department on a pay of Rs. 250 per mensem and upwards are appointed by Government, and the rule is that the Commissioner, the Secretary to the Commissioner, and one of the Deputy Commissioners should belong to the Indian Civil Service. The other Deputy Commissioners, Assistant Commissioners, and Inspectors are usually appointed from the officers of the department on the recommendation of the Commissioner, regard being had to seniority and proved merit. The highest officers in the department are therefore for the most part recruited from men who have risen from the ranks of Assistant Inspectors and clerks. They are necessarily men of considerable age and service before they rise to the better paid appointments, and this, no doubt, has a good deal to do with the unpopularity of the service generally. With a view to inducing men of better educational qualifications to enter the service the Government has recently reserved the right of appointing graduates of a recognised University to the post of Probationary Inspector from time to time. Probationary Inspectors receive Rs. 150 per mensem for the first two years of their probation and training, and Rs. 200 for the third year, and will then enter the department as fourth-grade Inspectors on Rs. 250 on the occurrence of a vacancy if their conduct has been satisfactory and they have passed the necessary departmental examinations. The experiment has not been sufficiently long in force to judge how far it is likely to prove successful, but, on principle, it has naturally aroused considerable opposition on the part of the other officers of the department who foresee that it will interfere materially with their prospect of promotion which, as already remarked, are none too good. It is, in my opinion, doubtful whether the terms offered are sufficiently attractive to induce any better class of man to offer his services than is at present available for the post of Assistant Inspector. So far it has not attracted any Indian of a superior class, though one European of good stamp has applied and been appointed.

Assistant Inspectors, whose pay ranges between Rs. 125 and Rs. 175 per mensem, and clerks on Rs. 100 a month and upwards other than the Head Clerks of Deputy Commissioners' offices, are appointed by the Commissioner. They are either recruited from the subordinate grades or directly appointed from outside the department. At one time they were also appointed by competition amongst candidates selected by the Commissioner, but this was found to be an unsatisfactory system and has long been in abeyance. Outsiders are usually appointed to act for some time or on probation in order to judge of their capabilities before being confirmed. Certain educational and physical

qualifications are also insisted upon. I am of opinion that these might well be abolished as the height and chest measurement of a candidate can make little difference to a man who is to hold the position of an officer in the department, and it can easily be ascertained during the acting or probationary period whether his educational qualifications are sufficient to enable him to discharge the work required of him. A stringent medical examination which is at present required seems to be sufficient. The work of the department does not call for great educational attainments but rather requires an iron constitution and plenty of commonsense. I observe that the department generally is in favour of these views. The number of direct appointments from outside is not large, and care is always taken to nominate men of good class, both European and Indian, who are likely to be afterwards useful as Assistant Commissioners.

Sub-Inspectors and clerks drawing more than Rs. 25 per mensem are appointed by Deputy Commissioners, subject also to certain physical and educational qualifications. They are naturally of an inferior class to the men directly recruited as Assistant Inspectors, though the ranks of Assistant Inspectors are largely recruited from this source. They do not usually rise much above that grade though there are exceptions and some very notable ones. The system works well on the whole and requires no alteration. The bulk of this class are Indians as the pay is not sufficient to attract Europeans or Anglo-Indians except in rare cases.

The methods of recruitment of subordinate officials such as petty officers and peons call for no remarks. Customs Collectors of and below the rank of Sub-Inspector are appointed by the Collector of Customs, and those of the rank of Assistant Inspector are appointed by the Board. The former form a class of their own but the latter are recruited from the officers of the Salt and Abkari Department and are liable to revert to that department. Inspectors of Customs Circles are appointed by Government on the recommendation of the Board, and are also recruited from the department and retained on the list. Special appointments, such as appraisers and preventive officers at the Madras Custom House, are, however, generally made from outside by the Collector of Customs or by the Board or Government on his recommendation as the qualifications required for such appointments are not usually to be found within the general department. They also form a separate cadre for promotion purposes.

78,054. (ii) **System of Training and Probation.**—Probationary Inspectors are required to undergo three years' training the nature of which is left to the Commissioner's discretion. They will usually be posted to various circles and sub-divisions where they will act as assistants to the officer in charge and acquire a knowledge of the different kinds of work which they will afterwards have to perform. They will be required to pass the various departmental examinations during this period, and this will take a considerable portion of their time. Assistant Inspectors appointed by nomi-

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nation are trained in much the same way, but as they usually hold posts included in the ordinary cadre of the department they have to learn their work by practical experience and have less time for passing their examinations. Opinions differ as to the advantages of this system, but it has undoubtedly worked well in the past and many officers are in favour of it. It has the advantage of saving expense and the officers trained in this way soon become self-reliant and capable of accepting responsibility if they are of the right sort. It is doubtful whether a Training College such as is recommended by some officers would result in any improvement, and it would undoubtedly be very costly. The period of probation is left to the Commissioner's discretion and varies considerably according to circumstances, but it is generally possible to decide within two or three years whether a probationer is likely to prove an acquisition to the department or not. I am not prepared to suggest any alteration in the present system.

78,055. (iii) Conditions of Service.—Service in the department is undoubtedly very arduous, involving as it does constant exposure to unfavourable climatic conditions, incessant outdoor work and anxious responsibility of every kind. As will be noted below, the pay, particularly in the lower grades, is not generous and many officers have to contend with financial embarrassments in addition to their ordinary work. Transfers from one place to another are unavoidably frequent especially during the probationary and acting stages of a man's service, and these undoubtedly press heavily upon men whose pay is only about Rs. 100 or Rs. 200 a month. The rigid interpretation of the rules contained in the Civil Service Regulations probably causes more discontent in the department than anything else. I am decidedly of opinion that the actual expenses of transfer should be defrayed by Government subject to control by the officer who passes travelling allowance bills, and that the theory at present accepted that a transfer necessarily causes some loss to the officer transferred should be given up. An officer transferred when on leave should be entitled to ordinary travelling allowance from one station to the other. An officer required to attend an examination during leave should certainly be granted travelling allowance to and from the examination centre from and to the place where he is spending his leave if within the Presidency. If he is spending it outside the Presidency then from the nearest point on the frontier to the examination centre. It should also be definitely recognised that a horse is a necessary part of the equipment of all officers from Assistant Inspectors upwards, that they cannot be bought and sold in the bazaar and that they form a very expensive item in the outfit of officers on a pay of Rs. 125 to Rs. 800 a month. It should be admitted that they cannot be entrusted to the tender mercies of poorly paid horsekeepers for marches of more than 40 miles at most, and when an officer finds it necessary to proceed by rail for a greater distance than that he should, as a matter of course, be entitled to recover the cost of carriage of the animal by rail. An officer appointed to act in a higher grade in leave vacancies should also be entitled to acting pay. At present he cannot draw any increased emoluments owing to the rules regarding graded services. Many other suggestions have been made for mitigating the hardships which the junior officers of the department have to undergo, but I consider that the above are the most important. The cost of maintaining a horse has increased to such an extent since the pay of Assistant Inspectors was fixed that I should be in favour of granting them a horse allowance of, say, Rs. 20 per mensem. I am sure this is a boon that would be greatly appreciated.

78,056. (iv) Conditions of Salary.—Besides the Commissioner, who is also a Member of the Board of Revenue, there is a Secretary on Rs. 1,500, rising to Rs. 1,800 by annual increments, three Deputy Commissioners on a salary of Rs. 1,200, rising to Rs. 1,400, one Deputy Commissioner of Abkari on a salary of Rs. 800, rising to Rs. 1,300, two first-grade Assistant Commissioners on Rs. 1,000, two second grade on Rs. 900 and 10 third grade on Rs. 500, rising to

Rs. 800, of which one is Assistant Secretary to the Commissioner. There are also 19 Inspectors of the first grade on Rs. 400, 21 of the second grade on Rs. 350, 23 of the third grade on Rs. 300, and 22 of the fourth grade on Rs. 250. These rates of pay have remained practically unchanged since the formation of the department about 30 years ago and whatever they may have been considered then, they are, in my opinion, undoubtedly far from sufficient to attract really good men in these days, having regard to the enormous advance which has taken place in the cost of living. The pay of the higher grades of Assistant Commissioner has no doubt been increased, comparatively recently, to Rs. 1,000 and Rs. 900 from Rs. 800, but otherwise there has been no change, and that affects comparatively few men. As already remarked the Secretary to the Commissioner and one of the Deputy Commissioners are ordinarily members of the Indian Civil Service, and I am of opinion that this arrangement cannot well be altered, although no doubt it would be to the personal benefit of the officers of the department if these posts were thrown open to them. In such a highly technical department it is, however, of great advantage to the Commissioner to have had experience as Deputy Commissioner and Secretary, and it is also an advantage to the department as a whole that the Secretary should not have risen from its ranks. It is, I think, essential that he should be free from all suspicion of prejudice which it is hardly possible that he should escape if he has risen through all the grades of the service from Assistant Inspector onwards. Apart, therefore, from the question whether officers could be found in the department whose literary abilities would be equal to discharging the peculiar duties of a Secretary, I consider that the present arrangement is distinctly the best. And as the Secretary must have some experience of the work of the department it is equally necessary to provide for his training as a Deputy Commissioner. I do, however, consider that the rates of pay for officers of the department call for some further revision. In the Police Department there are two first-grade Deputy Inspectors-General on Rs. 1,800 and three on Rs. 1,500. Their position corresponds closely with that of Deputy Commissioners of the Salt and Abkari Department, but their pay is considerably more, and there are five of them as against two in the latter department. The Deputy Commissioner of Abkari is a special appointment which must be recruited direct from England. Again there are two Superintendents of Police on Rs. 1,200, and five on Rs. 1,000, giving seven appointments corresponding to those of Assistant Commissioners against two on Rs. 1,000 in the Salt Department. Turning to the Forest Department, there are four Conservators corresponding to the Deputy Commissioners above referred to on pay ranging from Rs. 1,500 to Rs. 1,900, and there are now 13 Deputy Conservators on Rs. 1,250; two on Rs. 1,150; and one on Rs. 1,100. These facts cannot but weigh with young men (or their parents) in making choice of a profession, and it seems to me that if a similar stamp of man is required for the higher appointments in the Salt and Abkari Department as is required for the Police and the Forests, regarding which there can be little doubt, something must be done to make the department more attractive. Considering the fewness of these higher appointments I should be in favour of raising the pay of departmental Deputy Commissioners to Rs. 1,500 rising to Rs. 1,800, and of the first and second grade Assistant Commissioners to Rs. 1,200 and Rs. 1,000, respectively. The pay of the Civilian Deputy Commissioner need not be raised as, in his case, it is merely a stage in his career and not the end of all things as in the case of Deputy Commissioners recruited from the department proper. Even this would compare unfavourably with the prospects in the Police and Forest Departments, but the latter requires an expensive preliminary training, and the former is largely recruited by examination in England, from which disadvantages (from the parents' point of view) the Salt and Abkari Department is free. However these proposals may be viewed, I am strongly of opinion that the pay of the Inspectors in the department should be improved. As already explained, the

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[Continued.]

system of recruitment in the department results in the ranks of Inspectors being largely filled by men of a class unfitted for the exercise of the extended responsibility which devolves upon Assistant and Deputy Commissioners. They are men who have done good service to the State for many years in subordinate positions, and they have no prospect or even hope of rising beyond the position of first-grade Inspectors. Those who entered the department 20 and 30 years ago are naturally disgusted that the pay which appeared sufficient to look forward to at that time is very far from adequate now, and their discontent is bound to deter men of the same stamp from entering the department in future. The department requires good subordinates as well as good controlling officers, and I think there is a strong case for raising the pay of first-grade Inspectors to at least Rs. 500 and of the second, third, and fourth grades to Rs. 400, Rs. 350, and Rs. 300 respectively. The pay of the third-grade Assistant Commissioners would necessarily have to start from Rs. 600 if this proposal is accepted. If the system of entertaining Probationary Inspectors is to be continued I see no hopes of securing the class of man required unless the initial pay is raised to Rs. 200 or even Rs. 250. As regards Assistant Inspectors it would probably be advisable to raise the pay of the first grade to Rs. 200 in order to make less of a gap between the pay of a first-grade Assistant Inspector and that of a fourth-grade Inspector, but if the above suggestions are adopted, I do not see any necessity to make any further change as the improved prospects would compensate for the low pay which they receive in the first instance. Similarly I do not propose any alteration in the pay of Sub-Inspectors.

78,057. (v) Conditions of Leave.—The leave rules are contained in the Civil Service Regulations and are the same as for other departments of the uncovenanted services. Every officer is entitled to one month's leave on full pay after 11 months' continuous service; and this privilege leave may be accumulated to the extent of three months after 33 months' service. All officers are unanimous in asking that the concession may be extended so as to allow of six months' leave after 5½ years' continuous service, and I strongly support this proposal. The pay, especially of the lower grades of the service, is not sufficient to enable officers to avail themselves of furlough when they require it. This particularly affects European officers, many of whom go on working when they are really unfit, simply because they have not been able to save enough for the necessary passages and cannot live on their furlough allowances in England. The result is serious injury to their health and possibly early death or premature retirement. As they get on in the service their expenses increase in proportion to their salary, and they probably find it quite as difficult to take a holiday as they did in their earlier years. The proposal involves practically no extra expense and would not only be a great boon to the officers personally but would make for increased efficiency.

78,058. (vi) Conditions of Pension. — The rules relating to pensions are contained in Part IV. of the Civil Service Regulations. A retiring pension is only granted after 30 years' service, and all officers are unanimous in asking for a reduction of this period to 25 years. This would undoubtedly add something to the attractions of the department, and I am also in favour of the proposal on the ground that owing to the strenuous nature of the work and the exposure involved in carrying it out, comparatively few officers are really equal to it after 25 years' service. They are retained in service because of the existing rule and because they cannot be said to be actually incapable of further work, but it is doubtful whether the department really benefits by their retention on active service. Another point which perhaps deserves consideration is the maximum rate of pension which at present is Rs. 5,000 per annum. Deputy Inspectors-General of the Police Department are entitled to an additional pension of Rs. 1,000 a year after three years' effective service in that appointment, and having regard to the paucity of highly-paid appointments in the department

to which I have already alluded, I think it would be a wise move to adopt the same rule as regards Deputy Commissioners.

78,059. (vii) Such Limitations as may exist in the Employment of Non-Europeans.—I am not in favour of prescribing any hard-and-fast rule as regards the proportions in which Europeans and non-Europeans should be employed. The sole criterion of an officer's fitness for employment and promotion to the higher grades of the service should be efficiency, irrespective of caste, creed, or race. In practice, however, the department is essentially one which requires to be controlled by European agency and by European gentlemen of good birth and training. Men of that stamp command an influence over their subordinates which even the best educated and best conducted Indian or Anglo-Indian cannot hope to obtain, and this makes for discipline which is essential to the administration of the department. They also command an influence with the people with whom the department is brought into contact at every stage and the confidence which the people have in them makes for the smooth working of rules and regulations which in the case of others would be contested at every stage. In relation to other departments they are able to mix with the European officers who control them on equal terms and differences can often be amicably arranged which might otherwise give rise to much friction. It is for these reasons that Deputy Commissioners who control the affairs of a third of the Presidency and Assistant Commissioners whose jurisdiction usually extends over several districts are, as far as possible, recruited from those European gentlemen who have entered the department. I am satisfied that the efficiency of the department will suffer greatly if we have to employ men of a different class in future in these posts, and it is for this reason principally that I am anxious to improve the pay and prospects of the department. As regards the appointments of Inspectors and Assistant Inspectors, the duties of these offices can be and often are efficiently discharged by Anglo-Indians and Indians, but usually they require constant supervision, assistance, and guidance. Experience has shown that Indians, as a rule, cannot stand the strain of the outdoor life and exposure of the department and become unfitted for the responsibilities of Assistant Commissioner before they have attained such a standing in the department as to become eligible for such appointments. Anglo-Indians, as a rule, come through the ordeal better, though they have really greater hardships to put up with in the matter of food and camping expenses, and there is no doubt that many of them are physically competent for the work of the higher appointments when they become eligible for them. This is something, but not everything as I have tried to explain above. As time goes on it may be possible to find more Indians and Anglo-Indians who command the confidence of the people and enjoy the prestige which at present attaches to the European.

78,060. (viii) Relations of the Service with the Indian Civil Service and other Services. — The department is practically independent of the officers of the Indian Civil Service other than the Commissioner. On all matters affecting its relations with the people such as the introduction of new rules, the location and closure of drinking shops and so on, the Collector is consulted, and there is usually no friction between the services.

78,061. (ix) Any other Remarks.—I am unable to think of any other point of importance which has not been dealt with above. It has been suggested that junior officers of the Indian Civil Service should occasionally be employed as Assistant Commissioners. This would no doubt give them some useful experience in their training as Deputy Commissioners and Secretaries, and if nothing is done to improve the pay and prospects of the department it may be necessary to resort to it for want of suitable men. But it will certainly render the department less popular than ever, and on reconsideration I should not recommend it except as a last resort, or very occasionally.

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Mr. N. S. BRODIE.

[Continued.]

Mr. N. S. BRODIE called and examined.

78,062. (*Lord Ronaldshay.*) The witness was Commissioner of Salt, Abkari and Separate Revenue for Madras, and head of the Provincial Salt and Excise Department. On the excise side the department had to control the excise revenue, sell and inspect the liquor shops, and mark toddy trees. Toddy trees were marked and taxes levied on each. The department had also to prevent the illicit tapping of unmarked trees, and all smuggling from one area to another. They also dealt with the miscellaneous matters arising out of the administration of the excise law.

78,063. On the salt side there was a large amount of manufacture to look after. There was also preventive work in connection with salt swamps, and other places, where saline deposits existed. Salt was found all over the province except in the west, where the manufacture of salt was given up about half a century ago.

78,064. The department also dealt with opium, ganja, hemp, and all drugs. It also had to prevent the smuggling of opium to Burma. There was a small special branch of the department for the detection of such cases.

78,065. The staff of the department consisted of a commissioner, a secretary, and one deputy commissioner from the Indian Civil Service; two deputy commissioners from the department; one distillery expert of a similar standing recruited from England; 14 assistant commissioners with salaries ranging from Rs. 500 to Rs. 1,000; 85 inspectors with salaries from Rs. 250 to Rs. 400, and a number of assistant inspectors on salaries ranging from Rs. 125 to Rs. 175, sub-inspectors on salaries from Rs. 40 to Rs. 70, and numerous clerks and accountants. The distillery expert was known as the deputy commissioner of Abkari, and at present his pay was personal. It would always be necessary to recruit him from England.

78,066. The higher officers were almost entirely recruited from the subordinate and ministerial staff. An attempt had recently been made to have some direct recruitment by the appointment of probationary inspectors on Rs. 150 to Rs. 200 a month. The experiment had not been sufficiently long in force to be able to judge whether it was likely to be successful or not, and there were strong vested interests which militated against it. Only two men had been recruited directly so far during the last two or three years. The old system of rising from the ranks had been in force for 30 years, and the officers now in the department resented any change.

78,067. There was a great deal to be said both for and against direct recruitment. From the financial point of view it would cost more to have a probationary staff, and there was also the objection that no training was so good as the actual work of an assistant inspector. On the other hand, under the present system men had to put in a long period of service before they became eligible for the higher appointments, and naturally lost vitality and energy before they had their chance; as a matter of practice it was uncommon for a man to become an assistant commissioner before he was 40. Again, long training in very subordinate positions tended to unfit most men for higher positions. On the whole, though he saw advantages both ways, he would like to try direct recruitment, and it was quite possible it might turn out more successful than the present system. But this would mean recruiting at a point where good men would come in. The right stamp of direct recruit would not be obtained if offered, as now, in the first instance, the salary of an assistant inspector. It would be necessary to offer an initial salary of about Rs. 250 to secure what was wanted.

78,068. The higher ranks were filled at present by men who entered the service in the eighties and nineties shortly after the department was formed. At that time several men were put in as inspectors without having to go through the ranks. Thus, the department had not as yet felt the full force of the

system, under which the higher officers were being recruited from men who had entered on a very small salary. This was a further reason for trying to get good men to enter as inspectors.

78,069. At one time assistant inspectors were recruited by competition from amongst candidates nominated by the commissioner, but that was given up, as it was found that educational and physical qualifications did not go together. Highly educated men were not needed in the Salt Department. The primary qualification was strength of constitution and ability to endure hardships, to maintain discipline, and to go on working under unfavourable and uncomfortable conditions. Speaking generally, the educational qualifications of officers in the department did not come up to those of officers in the provincial civil service.

78,070. On the 1st April 1912 there were 13 assistant commissioners, of whom 12 were non-domiciled Europeans, and 1 a domiciled European. These posts had come to be monopolised by Europeans because the original policy of the department had been to give them the higher posts as far as possible. Most of the men now at the top had started, when the department was formed, as assistant inspectors or inspectors, and were marked out for promotion all along. It was found that men of European education could discharge the duties of an assistant or a deputy commissioner with less difficulty than men who had not been educated in Europe.

78,071. There were 45 inspectors who were Europeans or members of the domiciled community as against 31 Indians, but that proportion was likely to be largely modified in the future owing to the difficulty of obtaining men of the proper stamp from amongst Europeans and Anglo-Indians. Out of 14 recent direct appointments to the assistant inspector grades, nine had been Indians and five Europeans. Two of the latter had, however, since resigned, whilst two of the former had been removed as not being efficient. The proportion had thus become seven Indians to three Europeans. The Europeans had ordinarily been appointed to higher grades than the Indians, and this was resented by the latter. But the necessity for this differential treatment would pass away if direct recruitment were made at the Rs. 250 grade. Moreover at an initial salary of this amount, it would be possible to obtain Indians who would be more likely to develop in due course into satisfactory assistants and deputy commissioners.

78,072. The superior officers in the department required higher physical and about the same moral qualifications as those found in the better officers of the provincial civil service.

78,073. The work of the department generally was much harder than that of the Police because of the exposure. A policeman did not have to stand 10 hours on a platform without any shade in the hot weather. In the matter of pay, a comparison with the Police service was not unfair, though possibly the Northern India Salt Department afforded a better parallel. The Police analogy would hold if recruitment from England were permitted in both cases.

78,074. A graded system of pay had this advantage over an ordinary incremental system that it enabled selection to be made at all stages, and kept a man up to the mark. A time-scale by compartments served much the same purpose, and might be tried as an experiment.

78,075. (*Sir Theodore Morison.*) The practice of recruiting Englishmen direct as inspectors, with a view to making them ultimately assistant and deputy commissioners, had prevailed in the early days of the department, but had practically ceased since it had got into full swing. This system had not proved disheartening to the Indians and Anglo-Indians in those days, but it might do so now. There were now very few Englishmen of the stamp likely to make good assistant and deputy commissioners in the lower



ranks. They would not join on the present rates of pay.

78,076. When assistant inspectors were directly recruited, they were still liable to have probationary inspectors brought in over their heads. Direct recruitment should really begin at the inspector grade.

78,077. If salaries were adjusted to the same standard it would be possible to obtain as good a class of Indian as went into the provincial civil service, but the average provincial man would not be quite of the physical standard required for the Salt Department, and special attention to this point would be needed. Some Muhammadans, who had taken the B.A. degree, came in, but they were not physically better than the Hindus. There were no typically strong races in the presidency. Most of the men holding degrees were Brahmans, and next to them were Telugu and Tamil Hindus. These were of a more or less clerical stamp. There were only a few men who could be said to come from an out-door race.

78,078. The Indian Civil Service element was in the department in order to dictate policy, and the deputy and assistant commissioners to carry it out.

78,079. (*Mr. Abdur Rahim.*) The principal duties of sub-inspectors were the marking of trees, detection of cases, inspection of shops, and testing of toddy, all of which matters involved out-door work and exposure to the sun. In the factories sub-inspectors had to supervise the salt pans, and that meant a great deal of out-door exposure. Most of the sub-inspectors were pure Indians. Their work was supervised by assistant inspectors, who also carried on independent detection work of their own. The inspector supervised the assistant inspectors and sub-inspectors, but his work in camp was a little easier. The assistant commissioner had the supervision of two or three districts and numerous circles of inspectors and assistant inspectors, and was out in camp nearly the whole time. His working conditions were better than the others. The deputy commissioner had a good deal of office work in addition to his inspection work.

78,080. The principal quality required in the higher officers was the power of enforcing discipline amongst their men, and that depended to a greater extent on physical powers in which Indians were often lacking. Discipline was particularly important in the Salt Department, because any lack of efficiency immediately meant a fall in the revenue. It was true the necessity for enforcing discipline was not greater than it was in the Police service, and also that the unfavourable view formed about Indians was not based on any large experience of their work in the higher offices, as they had not been tried there to any extent. It was also true that the class of men, which could be relied upon to do responsible work in the higher ranks, should not begin life as sub-inspectors. This was one reason why Europeans had been put in the higher grades to start with, as well as the impossibility of their living on the pay of the lower grades. Indians had not had this advantage. Possibly if they had, a suitable type would be forthcoming. More Indians would in any case come to the top in the future, as for some time Europeans and Anglo-Indians had been fighting shy of the department.

78,081. The records of the department had been gone into, and did not prove that the unfitness of Indians was an exploded theory. Out of the men who had been employed in the service from 1886 to 1912, 33 per cent. of the Indian assistant inspectors and inspectors had proved unequal to the strain of the department and had had to leave, or had died, whereas the percentage of Europeans was 18 and of Anglo-Indians a little more. It was true that, if men had been working for a long time as sub-inspectors, they might be less fit when promoted than Europeans who had not served as sub-inspectors, but his opinion still was that Europeans were able to stand exposure to the sun and the privations of the department much better than Indians.

78,082. (*Mr. Chambaal.*) In the selection of men for the different posts he would leave entire discretion to the head of the department. Any limitation, which might be imposed upon his absolute authority, was

likely to result in a loss of efficiency. He was quite prepared to see a larger number of Indians employed in the higher ranks, if the proper sort of man could be obtained. The best material would probably be found in the ranks of the landholder or zamindar class or the families of military officers. Such men had been accustomed to rule, and were better fitted to exercise authority.

78,083. (*Sir Murray Hammick.*) The department was formed in 1882 by Sir Henry Bliss, who made it practically entirely European. It was Sir Henry Bliss' belief that the ordinary Indian of the Madras Presidency had not the requisite physique. At that time the department had peculiarly hard work in connection with salt and illicit distillation. The work had been so efficient, so far as excise was concerned, that similar departments in other presidencies had been formed. The revenue had been raised in Madras from about 80 to 250 lakhs. At the time Sir Henry Bliss formed the department one of the deputy commissioners was an Indian, in whom he put the greatest trust, and there was subsequently another Indian who had a very high reputation. To this extent it must be admitted that Indians had done well enough.

78,084. One of the principles on which the department had always been conducted was that the work of the subordinates should be most closely scrutinised by the assistant and deputy commissioners. There was a great deal of routine inspection which was possibly unnecessary and might be reduced. It would not be possible, however, to reduce the number of higher officials. By reducing the number of routine inspections more time would be given for checking the really important work of the subordinates.

78,085. He would not say that nobody could become an efficient assistant commissioner unless he had been through all the lower ranks of the department; only that it was a good training for a man to go through the lower ranks. He was quite prepared, however, to start direct recruitment into the inspector grade, and it was quite possible that in this way efficient Indians would be obtained. The indigenous talent of the country, for some reason or another, never came into the top rank of the department, and this was, undoubtedly, an unsatisfactory state of things.

78,086. The source from which Sir Henry Bliss originally recruited the department had practically dried up, and this was a reason why matters could not go on indefinitely on their present footing.

78,087. It was not so much extreme supervision that was exercised over the work of subordinates, as showing men how work should be done. There was not more supervision than was absolutely necessary, but there was too much routine inspection, and too great severity for trifling faults.

78,088. The posts in which inspectors were placed were almost always solitary, and often in particularly feverish places, where smuggling and illicit distillation were most likely to be found.

78,089. (*Mr. Barter.*) Factory officers had to supervise the guarding of salt factories, and in addition to their day work had to make surprise night patrols three or four times a week. The factory officer was practically in charge of a semi-military guard, which necessitated a larger amount of discipline. Both the inspecting officers and the factory officers had to be good disciplinarians and able to use influence.

78,090. When the department was first started there was apparently no considerable number of Indians with the requisite physical and disciplinary qualifications, but in the last 12 or 15 years there had been a considerable advance in physical training amongst Indians.

78,091. In the last five years more Indians had been appointed as assistant inspectors than Europeans. A very small percentage of the sub-inspectors were promoted to assistant inspectors, as there were so many sub-inspectors, and the higher grades would eventually be recruited from assistant inspectors.

78,092. In the ordinary course a considerable number of Indians would probably become assistant commissioners in the next 10 or 12 years.



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78,093. The sub-inspector's work was extremely hard. There was a great disinclination on their part to carry out their duties, and they required constant driving. They frequently left their work to peons. One of the chief reasons for the number of inspections was to keep sub-inspectors up to the mark. Probably one reason for the disinclination of the sub-inspector to do his work was his inability to stand heavy physical strain and exposure.

78,094. In some cases the fact that a man worked up from the subordinate grades through being an assistant inspector to an assistant commissionership would not render him in any way unfit for administrative work, but in other cases a man might not be able to stand the strain until he reached the assistant commissioner grade, although he might have done well enough in earlier life.

78,095. If probationary inspectors were taken it would have to be done on a fairly large scale, and would cost a good deal. He would not lay down any fixed proportion for direct recruitment. If half the assistant commissioners were recruited from probationers and half from men who had risen from being assistant inspectors, it would necessitate six to eight men being recruited every year.

The witness withdrew.

R. M. THURLEY, Esq., Assistant Commissioner of the Salt and Abkari Department, Madras.

*Written statement relating to the Salt and Abkari Department, Madras.*

78,097. (i) **Method of Recruitment.**—Except as regards Deputy and Assistant Commissioners the present method of recruitment by first appointment to the lowest grade of clerk, Sub-Inspector, or Assistant Inspector, and by promotion therefrom to the grade of Inspector is suitable, but the following amendments are considered necessary.

Appointments should be made—

(a) *For clerk's posts*, to the lowest grade on probation for one year and thereafter by promotion to the various grades of clerks, and thence, if fitted for the physical strain involved in out-door work, to the Sub-Inspector class.

(b) *For Sub-Inspectors*, (1) by promotion of clerks who are found fitted for out-door work, and (2) by nomination and appointment (ordinarily to the lowest grade), thence by increments to Rs. 60 per mensem and thereafter promotion by fitness to the third, second and first grade.

(c) *For Assistant Inspectors*, (1) by promotion from Sub-Inspectors of the first and second grade, (2) by nomination and appointment of suitable men usually to the lowest grade. Applicants should be called for by Gazette Notification once a year and selection should be made by a committee consisting of the Commissioner with a Second Member of the Board of Revenue, a Deputy Commissioner and two Assistant Commissioners. The proportion of recruitment by either method should be fixed at half under each system.

(d) *For Inspectors*, by promotion from Assistant Inspectors.

(e) *Assistant and Deputy Commissioners.*—Assistant Commissioners are at present appointed from selected officers of the Inspectors' grade and two of the three Deputy Commissioners are selected from Assistant Commissioners, the third appointment being filled by a member of the Indian Civil Service of from six to eight years' standing. Several of the present Assistant Commissioners had served for upwards of 20 years and most of them for over 15 years as Inspectors and Assistant Inspectors before they were appointed to the grade of Assistant Commissioner. The work of Inspectors and Assistant Inspectors, if properly performed, is of such a trying and arduous nature that an officer who has served for 20 years and more in these grades is not in his best youth nor of sufficient energy when he starts work in the rank of Assistant Commissioner and has much less when he attains to higher rank. The present system is therefore an exhausting one. Moreover the executive nature of an Inspector's duties militates against

the development of those administrative faculties essentially necessary for the efficient discharge of the duties of an Assistant Commissioner. The duties and status of Assistant and Deputy Commissioners being such as call for sound physique, proper education and character fitted to command respect and enforce obedience among subordinates, it is desirable to change the method of recruitment for appointment to this class of officer. Appointments should therefore be made—

(1) *In India*, by promotion from Inspectors previously ear-marked by good upbringing, character and education, the educational qualification being the Intermediate Examination of the Madras University or other Indian University, the European High School Examination or the Senior University Examinations of Oxford or Cambridge or the Matriculation examination of the London University.

(2) *In England*, by selection and nomination of young Britishers of good antecedents, upbringing and education (preferably public school education) and of thoroughly sound constitution and physique and who should have passed at least their the Senior University Examination or the Matriculation Examination of the London University. Such men to be between the age of 19 and 22 years at the time of selection, and the selection to be made by the India Office.

As regards promotion of Inspectors under (1) no Inspector promoted to be Assistant Commissioner should have less than 15 years' service in this department and no Inspector promoted to be Assistant Commissioner to be more than 45 years of age or of more than 25 years' service, but in order not to bar from promotion to Assistant Commissioner, Inspectors already in the service who may be suitable for the appointment and have claim thereto, I would modify their maximum age and service to 48 years, and 28 years for the next five years, that is till 1919.

As regards (2), men selected in England should be appointed as Inspectors on Rs. 200 on probation for three years or till they have passed all examinations prescribed for Inspectors including language test. Should they fail to pass the prescribed departmental examinations within three years and to give satisfaction in every way, they should be liable—

(1) to suspension till they have passed,

(2) to removal from the list of Inspectors ear-marked for Assistant Commissioners,

(3) to removal from the service.

After the period of probation is over such men to receive ordinary promotion in the grades of Inspectors until they are appointed as Assistant Commissioners.

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No such man to be appointed to be Assistant Commissioner till he has put in at least six years' service in addition to his term of probation.

*For Deputy Commissioners.*—As at present by selection from the Assistant Commissioners. The appointment of a junior member of the Indian Civil Service as Deputy Commissioner is considered unnecessary and unfair on the Senior Assistant Commissioners of the department. Among other special departments such as Police, Public Works Department, Forest, Survey, &c., senior appointments are not given to young men of seven and eight years' service who have to learn their work while giving orders to seniors in the department of 30 years' service. If it is considered necessary that a junior Civilian should work in the department in order to gain the experience and knowledge which may be required of the Secretary to the Board of Revenue in the department of Salt and Abkārī such junior Civilian should be appointed from time to time, say, for two years at a time, as Assistant Commissioner, in which office he will have more scope in a given time to acquire that practical knowledge of the working of the department as is required for Secretariat work, than he would as Deputy Commissioner.

78,098. (ii) Method of Training and Probation. —(a) In respect of all officers appointed as clerks up to Assistant Inspectors no elaborate system of training is necessary, but Sub-Inspectors before being posted to field work should undergo the present system of training under a senior Inspector, the period being extended to two months instead of six weeks as at present. Assistant Inspectors in the course of their work receive adequate training under experienced officers and from them the Inspector class is recruited.

(b) *For officers selected in England under I. (b) supra.*—The first year of their probation should be spent learning the work of Assistant Inspectors and Inspectors under the supervision and control of the Assistant Commissioner of a factory sub-division. This training would be sufficient to fit an ordinarily well-educated and intelligent young man to perform with moderate efficiency the duties of an Inspector and together with the compulsory passing of departmental examinations and the practical experience and knowledge of the work of all branches of the department acquired during eight years as Inspector in charge of a circle, will give these men all the training they require to fit them for Assistant Commissioner. They may also after selection and before embarking for India be required to spend a short period in the Government Laboratory, London, in acquiring a knowledge of (a) the properties, &c., of alcohol, (b) spirit, strengths and spirit reduction, (c) the general working of a distillery and brewery and cognate matters relating to excise.

*Probation.*—All officers on a salary of Rs. 60 and upwards are under the Departmental Examination rules now in force, practically on probation so far as promotion goes. The following periods of probation should be fixed:—

(a) *For Clerks and Sub-Inspectors appointed by the Board, Deputy and Assistant Commissioners to appointments on pay not exceeding Rs. 50.*—One year. The termination of probation either by confirmation or discharge to depend on their conduct and capacity for acquiring a knowledge of their duties and for discharging the same. The right of termination of the period of probation to rest with the officer who made the appointment and if the termination of the period of probation is by discharge, no appeal to be against such order.

(b) *For all officers newly appointed to the department or promoted to posts on pay from Rs. 60 and upwards.*—The period of probation to be for three years, or till they have passed all the prescribed departmental examinations including Test E in a second language. The men referred to in (a) *supra* to become also subject to this period of probation when promoted to appointments on Rs. 60 and upwards in addition to one year of probation already passed as therein recommended.

78,099. (iii) Conditions of Service.—The conditions under which the officers of this department work, are, generally speaking, trying and unpleasant in the extreme. A considerable number spend a great deal of

their lives in remote out-of-the-way places where there is no society and no educational or other advantages and in which even if medical aid is available it is of the lowest grade of medical officer. In these places ordinary food supplies and wholesome drinking water often cannot be procured, or if procurable, are only so with difficulty and undue expense. In short, the lives of officers of this department are to a great extent passed in practical isolation without ordinary civilised recreation or amusements, and under conditions which to a civilised being, are hard and unpleasant in the extreme. The work entails on all classes of officers, except clerks, great and constant exposure to the sun at all hours of the day, as well as a good deal of constant hard physical exertion, and so calls in a very marked degree for a robust constitution, a regular and temperate mode of living, strong commonsense, endurance, honesty, tact, and perseverance. Great educational attainments are not required, but Deputy and Assistant Commissioners do require to be of sound general education, of good manners and address and with a capacity to engage and hold the confidence, respect, and kindly regard of a very large number of men of all classes with whom they daily come in contact in the course of the discharge of their official duties.

A further drawback in our service is, that under Article 140 of the Civil Service Regulations no Assistant Commissioner, Inspector, or Assistant Inspector, can act in a higher grade of his own class, while no such restriction applies to Police, Settlement, and Revenue officers to whom Section VII. applies.

Having regard to the position and responsibilities of Sub-Inspectors, the frequent transfers of these officers who have large families to cart about is a matter for consideration. They are deprived of the privilege of having any fixed headquarters and are required to be constantly on the move—a condition of things which forces them to make deliberately false statements in their diaries and patrol registers.

78,100. (iv) Conditions of Salary. —(a) *Clerical establishment.*—The cost of living, bare food and clothing, for men who hold this class of appointment has increased over 60 per cent. in the last 25 years, and with the progress of western civilisation, the standard of living of this class has advanced also, and thus the margin which formerly existed after paying cost of clothing and food, never great in the case of low-paid clerks, is now practically non-existent, and in case of all is very seriously diminished. These remarks apply with equal force to all officers, for while the prices of ordinary food grains and food necessities have increased by 60 per cent., so, also, have the wages of domestic servants gone up from 50 to 60 per cent. The pay and prospects of clerks, in my opinion, calls urgently for improvement, and the following scale is suggested:—

*Deputy Commissioner's Head Clerk.*—Pay to be raised from Rs. 100 to Rs. 125 per mensem.

*Assistant Commissioner's Head Clerk.*—Pay to be raised from Rs. 70 to Rs. 85 per mensem.

*Head Clerks of Circle offices.*—Excluding Distillery and Customs Circles there are 77 ordinary Inspectors' circles. The Head Clerks of two of these, viz., Ennore and Madras Dep't Circles, are paid Rs. 50 per mensem and four others, viz., Ganjam, Penuguduru, Tuticorin, and Madras Town Circles, are paid Rs. 40 per mensem; the rest receive Rs. 30 per mensem, which is, in my opinion, under circumstances referred to at the beginning of this paragraph, quite inadequate remuneration for the duties which they perform and the responsibility which rests on them. Their pay should certainly be raised to Rs. 40, and in certain very important circles or in unhealthy localities to Rs. 50 and Rs. 60 per mensem. The pay of Circle Second Clerks should also be raised to Rs. 30 per mensem.

(b) *Sub-Inspectors.*—On this class of officer devolves the hardest work under most trying conditions and the greatest detailed responsibility of any class of officer in the department. The total number sanctioned is 868. These are divided into four grades on pay of Rs. 40, Rs. 50, Rs. 60, and Rs. 70. In 1911 the fifth grade of Sub-Inspector on Rs. 30 was abolished, but beyond this there has been no increase in their pay since 1882, when the department was first organised. The following

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table shows the number of Sub-Inspectors sanctioned in each of the five grades prior to the abolition of the fifth grade and in each of the four grades as at present sanctioned :—

Period.	Number of Sub-Inspectors in					Total.
	1st grade.	2nd grade.	3rd grade.	4th grade.	5th grade.	
Before 1911	73	108	162	218	307	868
After 1911	87	129	298	354	abolished.	868

*Average pay of a Sub-Inspector.*

	Rs. A. P.		
Prior to 1911	-	-	43 5 6
After 1911	-	-	49 6 7
Increase	-	-	6 1 1

The duties of a Sub-Inspector now require much higher qualifications than at the time of reorganisation when the department was a Salt Department pure and simple, and taking this fact into consideration, and the increase in cost of living referred to under Clause IV. (a) *supra* it is, I think, established that improvement in pay is called for. I would recommend four grades of Sub-Inspector, the pay to be fixed from Rs. 40 by biennial increments of Rs. 5 to Rs. 60, and thereafter by promotion to the third, second, and first grade on Rs. 70, Rs. 80, and Rs. 90, and from the first two grades of Sub-Inspectors half the number of Assistant Inspectors required should be recruited—*vide* paragraph 1 (c) *supra*. The number of Sub-Inspectors of the first three grades should be fixed at one-fifth the total, or, say, 180, of which 80 to be in the third grade, 60 to be in the second grade, and 40 to be in the first grade. Increments in the fourth grade to count from date of permanent appointment and confirmation.

(c) *Assistant Inspectors.*—Pay does not, I think call for alteration.

(d) *Inspectors.*—A slight improvement in the pay of Inspectors was effected in 1906, when the sanctioned strength of Inspectors in the first three grades was slightly increased as shown in the following table :—

Period.	Number of Inspectors in				Total.
	1st grade, Rs. 400.	2nd grade, Rs. 350.	3rd grade, Rs. 300.	4th grade, Rs. 250.	
Before 1906	11	17	22	31	81
After 1906	18	20	22	21	81
Now existing	19	21	23	22	85

Calculated on the average the pay of Inspector has been raised from Rs. 314-15-0 to Rs. 321-12-3 per mensem, or about 5½ per cent.—a very insignificant improvement. For Inspectors, as for other classes, the cost of living has increased together with the cost of education of their children. As in the case of Sub-Inspectors, the duties of an Inspector of to-day call for higher qualifications than did the duties of an Inspector in 1882 when the department was a Salt Department pure and simple. Assuming that a man of the class of Inspector spends 70 per cent. of his average pay (Rs. 321-12-3 or Rs. 225, or, say, Rs. 230) on clothing and food for himself and family, the wages of servants, and the education of his children, the cost of all of which items has more than doubled since the scale of pay was first fixed, the scale of pay should be raised at least

by 30 per cent. I would therefore strongly recommend that the following scale of pay be introduced :—

8 First-grade Inspectors on -	-	-	Rs. 500
12 Second-grade Inspectors on -	-	-	450
65 Third-grade Inspectors on -	-	-	250
By biennial increments to -	-	-	400

Promotion to the first and second grades not to depend on seniority, but to be by selection.

(e) *Assistant Commissioners.*—The present scale is as follows :—

	Rs.		
2 on -	-	-	1,000
2 on -	-	-	900
12 on -	-	-	500-30-800

This scale was sanctioned prior to 1906. The sanctioned scale prior and subsequent to 1906 is given below for ready reference—

Number of Assistant Commissioners						
Before 1906 on				After 1906 on		
Rs. 800.	Rs. 700.	Rs. 600.	Rs. 500.	Rs. 1,000.	Rs. 900.	Rs. 500-30-800.
2	4	3	7	2	2	12

*Vide* B.P. R. No. 2268/Salt, dated 25th June 1906.

The average pay of an Assistant Commissioner prior to 1906 was Rs. 606. It is now Rs. 725, but prior to 1906 this class of officers was notoriously underpaid. The increment of Rs. 30 is very small, and the maximum pay of the third grade, which is the highest the majority can hope to attain after 25 years' service, does not qualify for the maximum pension admissible, viz., Rs. 5,000 per annum. In the Forest Department and in the Public Works Department, the increment of a young Assistant Conservator and Assistant Engineer is Rs. 40 per annum, and a similar annual increment of Rs. 40 should be fixed for Assistant Commissioners, and the maximum attainable by increment should be Rs. 900. I would therefore recommend the following scale for Assistant Commissioners :—

First grade on Rs. 1,000	-	-	No. 2
Second grade on Rs. 500-40-900	-	-	12

(f) *Deputy Commissioners.*—The present scale is three on Rs. 1,200-40-1,400. The scale of pay was fixed in 1882 and still remains the same. These officers do not receive house-rent, as do Assistant Commissioners. The starting pay and increment both require revision, and, I consider, should be raised to Rs. 1,250-50-1,500. I consider that if the above scales be introduced grant of exchange compensation allowance should be stopped so long as exchange does not fall below one and fourpence to the rupee.

78,101. (v) *Conditions of Leave.*—*Privilege leave.*—All restrictions to the grant of privilege leave earned should be removed except, of course, the restriction imposed on grant of all leave by the principles laid down in the Civil Service Regulations, Article 197, Chapter XI, that no officer can claim grant of leave as of right: the grant must be governed by the exigencies of the Public Service. Privilege leave should be permitted to accumulate up to a total of six months instead of three as at present, as the present restriction frequently operates hardly on officers who for various reasons, public or official, and private, are often prevented from taking privilege leave when it has been earned.

78,102. (vi) *Conditions of Pension.*—The maximum rate of pension admissible under existing rules is Rs. 5,000 per annum (paid in England at 1s. 9d. to the rupee it amounts to 437l. 10s.). This maximum pension was fixed over 50 years ago and was calculated as the equivalent of 500l. a year, so that, expressed in sterling, the present maximum pension is 62l. 10s. less than it was 50 years ago. The cost of living in India and in England has increased very greatly in the past

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[Continued.]

30 years, and thus an officer can save considerably less while in India, and it costs him more to live when he goes on leave to England and when he retires than it did 30 years or more ago. These facts prove the necessity for increasing the pension ordinarily admissible to an officer after he has served the term prescribed for admission to the full rate of pension. I, therefore, recommend the following maximum rates:—

Half average emoluments subject to a maximum of 600*l.* a year if paid in England and Rs. 6,000 a year if paid in India.

*Length of service required for admission to full rate of Pension ordinarily admissible.*—At present, an officer on superior service, on pay exceeding Rs. 100 per mensem is admissible to pension as follows:—After 10 years' service, ten-sixtieths of average emoluments, and thereafter for each year of completed service an addition of one-sixtieth of average emoluments up to 30 years' service (subject to certain maximum at each step), and then half average emoluments, subject to a maximum of Rs. 5,000 per annum, if payable in England it is paid at 1*s.* 9*d.* to the rupee. An officer who has served 25 years and is then certified totally incapacitated for further service owing to ill-health, is admissible to the full pension of half average emoluments, subject to the maximum of Rs. 5,000 per annum. I consider, and I am backed by the undivided opinion of all officers in the department, that, having in view the arduous conditions of service, as detailed under head III. of this memorandum, and very few have survived the ordeal and lived to enjoy a pension, an officer who has completed 25 years' service should be admitted to the full rate of pension admissible, even though he retires without medical certificate—in other words, optional retirement should be admissible after 25 years' service, and an officer so retiring should be eligible for the full rate of pension of 600*l.* per annum if paid

in England, or Rs. 6,000 per annum if paid in India. All pensions to be payable in England at 1*s.* 9*d.* to the rupee.

*Inferior Servants.*—The maximum pension now admissible is Rs. 4 per mensem, enough to exist on, perhaps, over 30 years ago, but now utterly inadequate. The increase of the maximum rate to Rs. 6 is a step which is urgently called for.

78,103. (vii) Such limitations as may exist in the employment of non-Europeans.—There are, as far as I am aware, no such limitations, and I would introduce no hard-and-fast limitation in this respect, but leave the proportion of Europeans, Anglo-Indians, and Indians to be maintained in each class of office to the judgment and discretion of the head of the department for the time being, and to the Government. No European or Anglo-Indian should be appointed to posts on pay of less than Rs. 60 per mensem, as they cannot live on lower pay.

78,104. (viii) Relations of the Service with the Indian Civil Service and other Services.—It is difficult to make any pronouncement under this head, as the personal equation is an important factor in district administration.

78,105. (ix) Any other points within the Terms of Reference to the Royal Commission not covered by the preceding heads.—There is much dissatisfaction in the department in respect of the system of confidential reports against subordinates of all grades, as the officers reported against have no means of knowing wherein they have failed in their duties so that they may amend their ways. It is suggested that superior officers receiving such reports should confidentially communicate the substance of the same to the officer concerned, so that he may rectify his sins of omission or commission and regulate his conduct accordingly.

Mr. R. M. THURLEY called and examined.

78,106. (*Lord Ronaldshay.*) The witness represented the European element in the Salt and Abkari Department of Madras, and was assistant commissioner of Salt and Abkari.

78,107. There was a difficulty over the present system of promotion to the higher ranks from the lowest grades, in that an officer, who had served for 20 years, was more or less exhausted and worn out when he reached the highest grades of the department. To get over that difficulty there should be direct recruitment from England to 33 per cent. of the assistant commissioners grade. The recruitment would then be 33 per cent. English recruits, 33 per cent. Indians, and 33 per cent. of the domiciled community.

78,108. There were 14 assistant commissioners, apart from the distillery expert, and 33 per cent. would mean one recruit from England every four or five years. This might be hard to arrange for, and as an alternative it might be better to have direct recruitment in India to 50 per cent. of the inspectors, and to promote these men in due course to the grade of assistant commissioner. His idea of getting men from England was to get men of better education than at present. Moreover it was necessary to avoid having the whole of the superior posts filled by men who had spent a large part of their service in the subordinate ranks of the department.

78,109. There was a percentage of graduates amongst the Indians in the department. Amongst the Europeans there were several matriculates and F.A.'s, and those qualifications were high enough.

78,110. With regard to pay, the incremental scale in the ranks of inspectors now stopped at Rs. 400. When men reached the limits of the incremental system there should be selection, as some men were worn out by that time. At present promotion was by seniority tempered by merit.

78,111. Greater facilities should be given to obtain leave on full pay up to six months. Commuting a portion of furlough for a shorter period on full pay would meet the point. The leave allowances at present

did not enable men to take the rest they ought to take.

78,112. Most of the senior officers were drawing their pensions in England, and with one or two exceptions he did not think there was a single European officer who had settled down in India.

78,113. (*Sir Murray Hammett.*) Very often inspectors were passed over for promotion from grade to grade. He had once been passed over himself. It was felt to be according to the caprice of the individual in office. It was undoubtedly on some occasions a system of rigid selection.

78,114. (*Mr. Chaul.*) The proportion of the different communities to be employed had always been left to the discretion of the head of the department. Men should be promoted to the higher ranks according to their efficiency, whatever their nationality might be. Once they had entered the department they should have a clear run to the top. Service was a life-long test of a man's merits. A few Indians had been employed in the higher appointments, and there was nothing to be said against them. They had not been unfit, so far as administration went, but discipline had suffered because they did not drive their subordinates hard enough. The department was responsible for revenue, and constant driving was necessary to keep men up to the mark. Any slackness in discipline means neglect of work, and neglect of work caused the revenue to suffer. Unlike the revenue from other sources, the revenue of the department was fluctuating. He could not say that when Indians were employed the revenue did suffer.

78,115. A higher educated type of officer was required in the superior ranks, and in the inspectors' grade. Academic distinction, however, was of less importance than a good general upbringing. He made no distinction with regard to any community. An Indian who was a good tennis player and a lover of outdoor sports might make an excellent officer. There should be some educational standard for entrants into the department.

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78,116. (Sir Theodore Morison.) The increase of pension asked for would benefit both Europeans and Indians. If men of either nationality retired to England they should receive 600*l.*, but if they remained in India Rs. 6,000.

78,117. He suggested a higher rate of exchange owing to the cost of living having gone up in England since the original rate was fixed.

78,118. (Mr. Barter.) He preferred that an outsider should be appointed straight away to be an inspector because he would be a better man physically,

The witness withdrew.

M.R.Ry. P. T. RAMASWAMI AYYA Garu, Inspector, Salt and Abkari Department, Madras.

*Written Statement relating to the Salt and Abkari Department, Madras.*

78,119. (i) *Methods of Recruitment.*—Recruitment to the higher appointments of the Salt and Abkari Department is made at present—

(A) *By a two-fold nomination, viz.—(a) By Government*—of probationary Inspectors, on the recommendation of the Commissioner, and (b) *By the Commissioner*—of Assistant Inspectors, according to no well-defined rules.

(B) *By promotion* from the grade of Sub-Inspectors and senior clerks.

For a time, recruitment by means of a competitive examination to the higher appointments prevailed; but it was given up in the year 1905, evidently in pursuance of a general feeling of the powers-that-be against this method of recruitment.

I consider the present methods of recruitment unsatisfactory. First, there appears to be no need for the recruitment of so many Europeans to the department as is the case at present. The conditions of the service—far from demanding any European qualifications—require a sound knowledge of the languages of the country and an acquaintance with local conditions, manners and methods of operation of the lower classes with whom the department has to deal and which are available mainly in the Indians.

Secondly, the European officers recruited for the higher appointments have not, at present, to pass through any examination in England or in India to ensure that they are possessed of sufficient educational qualifications. In several cases, they are exempted from examination rules and are appointed, at the Commissioner's discretion, at varying starting points as Assistant Inspectors in the first, second, or third grade. The result has been that, with the exception of the Civilian-officers and with a few honourable exceptions among the unconvicted officers, the higher appointments in the department have been, till now, filled up with Europeans and Eurasians of inferior qualifications who failed to command the respect of the public or the regard of their subordinates. Wholesale exemptions from passing departmental tests had to be granted in the year 1907 to those who had already been made Inspectors without passing the required tests and even the original special tests prescribed for the officers of the department had to be considerably simplified in the year 1908. Seeing that the officers of the department, especially in the higher grades, are well paid, there is no reason why Europeans and Eurasians of sufficient educational qualifications and merit should not be secured, if this element is considered absolutely necessary for the administration of the department.

Thirdly, the dissatisfaction with the present method of recruitment arises from the fact that it has resulted in excluding Indians with even the best qualifications from the superior appointments of Assistant Commissioners and Deputy Commissioners. No method of recruitment that has such a result can be considered satisfactory or equitable. This exclusion of the Indian results from the fact that whereas Europeans and Eurasians are recruited in the higher grades of Assistant Inspectors—in the second and sometimes even in the first grade, on the ground that Europeans and Eurasians require a higher income for their maintenance as compared with Indians; Indians who are graduates, of

and would take a broader view of the department. If he was made an assistant inspector in the first instance, and then permitted to work his way up until he became a second-grade inspector, and was then selected for an assistant commissionership, he would get into a groove and become narrow-minded. Practically the whole of the superior officers now had worked themselves up from being assistant inspectors. If men were appointed directly as inspectors they would be fit for promotion to assistant commissioners at a younger age.

high social position and even those with double degrees are started only as acting Assistant Inspectors or third-grade Assistant Inspectors with the consequence that the European exempted from the examination rules happens always to be the senior of his Indian comrade with better educational qualifications, and though the latter might be the better of the two, he has no chance of rising to the grade of Assistant Commissioner and Deputy Commissioner over his nominally senior European officers.

To obviate the foregoing criticisms, the superior service should be divided into two branches:—(1) the superior branch, and (2) the subordinate branch, the superior branch commencing from probationary Inspectors and going up to Deputy Commissioners and the subordinate branch comprising of Assistant Inspectors, Sub-Inspectors and the ministerial establishments. The superior branch should be filled up mainly by competition.

It would be well to fix the percentage of Europeans and other classes required for the higher appointments. The following proportions are suggested:—

	Per cent.
Inspectors—	
Indians - - - - -	65
Eurasians - - - - -	10
Europeans - - - - -	25
Assistant Commissioners—	Per cent.
Indians - - - - -	50
European Civilians - - - - -	25
Ordinary Europeans and Eurasians - - - - -	25
Deputy Commissioners—	
Indian - - - - -	1
European Civilian - - - - -	1
Ordinary European or Eurasian - - - - -	1

The following methods of recruitment to the superior branch are proposed—

(i) By means of a competitive examination to be held in England for Europeans and in Madras for Indians and Eurasians. That for Europeans may be the examination held for recruitment of Superintendents and Assistant Superintendents of the Police Department, to test their general educational qualifications. The examination for the Indian and Eurasian may be on the lines adopted for the now-obsolete competitive examination for the Salt and Abkari Department, except that these candidates should be required to be men possessed of at least one University degree. Three-fourths of the vacancies may be filled up by this method, if recruitment by nomination is done away with, as proposed.

(ii) By promotion of efficient Assistant Inspectors. One vacancy in alternate years may be reserved for promotion from subordinate ranks, such promotions should be rare and for exceptional merit, provided the subordinate possesses at least one University degree.

Recruitment by nomination to the superior branch is undesirable, as it gives room to the exercise of personal predilection and favoritism. If nomination must remain as one of the doors of recruitment, it should be done by a committee of three gentlemen as in the case of recruitment of Deputy Superintendents of the Police Department, viz., the Commissioner who is always a European, and two Indians; the minimum educational qualification required in the candidate being

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the possession of a University degree, as in the case of candidates nominated to the grade of Deputy Superintendents of Police. If nomination is to remain as one of the methods of recruitment to the superior branch, a fourth of the vacancies may be filled up by this method—recruitment by competition being then confined to half the vacancies in each year. Candidates not possessing the minimum educational qualification should be content to rise through the grade of Sub-Inspectors, whatever their claims or other qualifications.

Whatever the method of recruitment, it should be made a standing rule allowing of no exceptions whatever, that all new entrants whether European or Indian, whether recruited by competition or nomination, should start as probationary Inspectors and all be given the same start in the race for official advancement irrespective of caste, creed, or nationality.

*Subordinate branch.*—This may be divided into Executive and Ministerial, the two cadres being kept distinct.

(i) *Subordinate executive.*—Recruitment to this branch should begin at Sub-Inspectors nominated by Deputy Commissioners. Promotions to the higher grades should be made only by the Commissioner. In exceptional cases nominations to the higher grades may also be made by the Commissioner. Men not qualified under the examination rules should on no account be employed as Sub-Inspectors. Preference should be given to men with higher educational qualifications. Sub-Inspectors should have free scope to rise to the first grade of Assistant Inspectors, so long as there is nothing against them. Unless there is this prospect, there is no chance of attracting a class of self-respecting men to this grade. At present appointments of Sub-Inspectors, in the higher grades, are generally conferred on the European and the Eurasian. Eighty per cent. of these appointments should be held by Indians.

(ii) *Subordinate ministerial.*—The prospects of the ministerial establishments require improvement, in view of the enormous rise in prices and of the hard work and general intelligence required of them. The pay of the head clerks of the Sub-Divisional and Divisional offices have remained the same since the organisation of the department, while for Rs. 30 it is found difficult to retain, in perpetuity, a Circle head clerk. The pay of these appointments should be made incremental; that of the Circle head clerk rising from Rs. 30 to Rs. 45 with an annual increment of Rs. 3, of the Sub-Divisional head clerk rising from Rs. 70 to Rs. 100, with an annual increment of Rs. 6, and of the Divisional head clerk rising from Rs. 100 to Rs. 150 with an annual increment of Rs. 10. If these improvements are carried out, it will not be necessary to draft men suited mainly for clerical work into the executive branch, just to advance them for good work done.

78,120. (ii) *System of Training and Probation.*—New entrants, whether by nomination or competition, should be given training for a period of one year in the different branches of departmental work—factory, preventive, distillery, and engineering. During this period they should be employed as supernumeraries and then posted for independent discharge of duties. If their work is found satisfactory and if the different departmental tests are passed within a period of two years, they should be confirmed. The engineering training required by the department should also be given during this period of probation of two years. In the case of Europeans and Eurasians, the language tests should also be required to be completed before confirmation. The present departmental test E is useless. Better knowledge of the vernacular languages than is ensured by the passing of test E should be required. In a department which has to deal with the manufacture of salt, tree-tappers, shopkeepers, and informers from the lowest classes, better knowledge than is now possessed by the generality of European and Eurasian officers should be required. Until recently the examination rules have not been strictly enforced, with the result that several officers were allowed to get into the grade of Inspectors, Assistant Commissioners and Deputy Commissioners without

fully qualifying themselves according to rules. The examination rules should be strictly insisted on.

78,121. (iii) *Conditions of Service.*—These are decidedly unattractive. The work is hard and exacting and not free from danger. From the peon of the lowest rank who has to keep himself awake every two nights out of three, in the midst of snake-infested prickly-pears, exposed to wind and rain and watching the salt pans, to the Deputy Commissioner oppressed by the weight of inspection-over-due circles and with a touring extending in the interior of a third of the Presidency, each officer has his burden of stale routine and fatiguing work. The Circle officers' lot, with half-yearly inspections by superior officers, with touring extending to well over 21 days in the month to the most outlying villages, and with orders not to stay for three consecutive nights in one place, is by no means comfortable. That the discipline of the department is more rigorous and harsh than necessary and that the toll of punishments is unduly heavy and noticeably severe are facts admitted by those in the department, well known to others out of it and unadverted upon by Government. Promotions are not made as vacancies occur, but only twice in a year, which system deprives hard-working officers of well-earned increments which are now saved to Government. The undesirable system of confidential reports in which the character of an officer might be blackened and prospects marred without the knowledge of the affected officer, prevails. It is desirable to reduce the number of inspections and unnecessary touring. The rules of the department are now well known to officers and subordinates; the fiscal laws administered by the department well understood by the people. There is therefore no need whatever to continue the same number of inspections and the same amount of touring that might have been necessary at the start. The reduction in the number of inspections can be brought about with the additional advantage of economy by abolishing one of the two classes of Assistant Commissioners and Deputy Commissioners. The department is top heavy; there is really a redundancy of inspecting staff for which, whatever the justification when the department was originally organised, there is no longer any need. It is the general feeling of the department that between the Board and the Circle officer, it is sufficient to have one inspecting agency. If this proposal is agreed to, the powers of Circle officers will have to be enhanced and the clerical establishment in the Board's office slightly augmented.

78,122. (iv) *Conditions of Salary.*—The salaries sanctioned to the various classes of officers of this department have remained stationary since its organisation except in the case of Assistant Commissioners, where substantial improvement has been granted. That the work of the department has increased since its organisation by the subsequent addition of the Abkari department will not be gainsaid. The work of a Sub-Inspector is by no means less hard or arduous than that of a Police Sub-Inspector and yet no improvement in his pay has been vouchsafed beyond abolishing the last grade; while in the case of Inspectors nothing more than the addition of a few appointments in the higher grade in lieu of those in the lower grades, has been done. It is generally considered that the pay of Sub-Inspectors should be increased by abolishing the present fourth grade and by opening a new first grade, and in the case of Inspectors by opening a first grade on Rs. 500. Roughly worked out, executive officers below the Commissioner, who is a Member of the Board of Revenue may be as under—

	Pay.	
	Rs.	Rs.
Deputy or Assistant Commissioners (one class instead of two) (16 are already sanctioned but only 14 are now employed) - - -	600	1,200
Inspectors - - -	250	500
Assistant Inspectors - - -	125	200
Sub-Inspectors - - -	50	90

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Officers have a grievance in that acting promotions are not granted, as in other departments, when temporary vacancies arise nor are vacancies filled up immediately they occur. The present rates of travelling allowance in cases of transfer of gazetted officers do not cover the amount of actual expenses incurred; all gazetted officers should be eligible for first class travelling allowance and to the actual charges for carriage of luggage. Sub-Inspectors should be granted a conveyance allowance. In this department where the exigencies of the service require frequent transfers, officers are put to considerable pecuniary loss during transfers made for no fault of theirs. It is also felt that when an officer is transferred while on furlough or sick leave, that he should be granted actual travelling allowance from his old station which he does not get at present.

78,123. (v) Conditions of Leave.—It is a well-known fact that an officer in this department has to do more outdoor work and be out of headquarters for longer periods than almost in any other department. This constant knocking about and fatiguing work affects the strongest constitutions, as may be proved by a list of officers who died premature deaths before or soon after retirement and some consideration might be shown in the matter of leave. It is suggested that instead of an officer having to forfeit the privilege leave earned by him, through his not availing of it from time to time, that he be allowed to accumulate it and granted full pay to the period of privilege leave earned by him but not enjoyed when he falls ill and is declared by competent medical opinion as needing rest. The granting of only half pay to an officer when ill is not conducive to recovery when oppressed by the anxiety to meet the demands of the doctor, the chemist, and the extra expenses incidental to change of residence, &c., with only half average emoluments in his hand. This request is only reasonable, as there is no reason why Government should take away with one hand what it confers with the other, namely, one month's leave with full pay for every 11 months of active service. An officer should be allowed to accumulate his privilege leave for the days of his illness. The rule requiring an interval of six months between two periods of privilege leave or of 11 months since last long leave should also be done away with, when the leave required is on medical certificate.

Under the Indian Service leave rules, leave with allowances (other than privilege leave) to the extent of two years counts for pension. If the present periods of service for invalid pension (25 years) and retiring pension (30 years) are not to be reduced in accordance with suggestions under pension, it is suggested that a period of three years of such leave be allowed to count for a pension for service of 30 years, and proportionate allowances granted for less periods of service subject to the condition that a minimum service of 15 years may be required to entitle one to this concession.

In the case of furlough or leave on medical certificate half pay instead of half average emoluments should be granted.

In the case of all gazetted officers not in direct charge of a Treasury, the concession should be granted to avail of casual leave when required urgently subject to report to immediate superior before an officer leaves his station. At present the necessity of getting previous sanction from a superior who might be travelling perhaps far away from a telegraph station, defeats the object of granting casual leave, intended to meet cases of emergencies such as sickness, death of father or mother, and so on.

78,124. (vi) Conditions of Pension.—Considering the arduous nature of the work required by the department, and the constant touring and exposure, officers of this department should be entitled to voluntary retirement on full pension after a service of 25 years, and to a similar concession on production of a medical certificate after a service of 22 years.

78,125. (vii) Such limitations as may exist in the employment of Indians (i.e., of non-Europeans and non-Eurasians).—I change this heading by the addition of the word non-Eurasians. I refer to Indians

as popularly understood and not according to the statutory definition of the word. When I refer to the limitations as to the employment of Indians, I mean the limitations as to the employment of Hindus and Muhammadans; for such limitations exist only in respect of these classes, and not in respect of Europeans or Eurasians. In the days when the department was originally organised, the theory was started that very few Indians of the necessary physical calibre could be found fit for employment even as Assistant Inspectors, and that the department should depend mainly for its recruitment on the European and the Eurasian; but some liberal-minded Commissioners refused to believe the dictum of the unsuitability of the Indian sought for and appointed Indians as Assistant Inspectors and Inspectors with the result that the old theory is now regarded as exploded, and Indian officers have proved their mettle and by no means the inferiors of their European or Eurasian confrères.

That this is so can be proved by the records of the department, the administration reports and confidential reports of Deputy Commissioners. Nevertheless, the fact that no Indian Inspector has been allowed to rise to the grade of the Assistant Commissioners or Deputy Commissioners, during the last 30 years since the organisation of this department, is indicative of an

and to some extent by the Eurasians but rarely, if ever, by the Hindu or Muhammadan. This limitation is secured by first of all giving the European and the Eurasian recruits a higher start, and, secondly, by giving them preferential promotion over the Indian so as to make them seniors. For this limitation there can be no manner of justification. Conceding that the average European is of better physical stamina than the average Indian, Indians of the required physical stamina can easily be secured as there is a larger field to select the Indian from. As regards intellectual and moral calibre, the records of the department will prove that Indians are by no means the inferiors of the class from which the European and Eurasian recruits have been drawn. It cannot be seriously contended that during the period of one generation the department has existed as a separate department, not one Indian Inspector has been found competent to enter the portals of the higher grades. If it is a fact that the two outside Indians who rose to be Deputy Commissioners proved successful and won the approbation of Government by special marks of honour and recognition conferred on them, it stands to reason that those who have had practical experience in the field and worked the department and its new rules would prove even more successful. In no other department is the prospect of an educated Indian officer so circumscribed as in this department. We are familiar with Indian Tahsildars and Deputy Collectors rising to the position of Collectors, Indian Inspectors of Police rising to the position of District Superintendents, of Indian subordinates of proved merit and integrity in the Engineering, Land Records, Settlement, Forest and other departments requiring executive capacity of no mean standard, rising to the higher rungs of the official ladder, but one turns over the pages of the establishment lists of the Salt and Abkari Department, for the last 30 years, in vain to detect the name of a single Hindu or Muhammadan Inspector who has reached the position of even the last grade permanent Assistant Commissioner. True, one or two outside Indians have been appointed to the higher grades, but it is for other consideration and for work done in other fields; the just claims to advancement of the Indians in the department who spent the best part of their lives in doing hard work have not been recognised to any extent. This is one of the reasons why service in the department is looked on with disfavour. To reserve one of the three Deputy Commissioners, 50 per cent of the Assistant Commissioners, and 65 per cent of the Inspectors for Indians would not only tend to increased efficiency in the administration, but also raise the department in the estimation of the public and satisfy reasonable aspirations.

78,126. (viii) Relations of the Service with the Indian Civil Service and other Services.—To raise



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the prestige of the department with the public, and with the other services the following steps are suggested.—

(1) Substitution of Europeans and Eurasians with better educational qualifications to the extent already suggested.

(2) The employment of a few more Civilians in the higher grades in place of the ordinary Europeans and Eurasians

(3) The reservation of appointments for Indians of advanced educational qualification as mentioned in paragraphs 1 and 7 *supra*.

(4) Inter-departmental transfers of men qualified under the examination rules between the Land Revenue Department and this department.

(5) A strict regard to merit and not to caste, creed, or national distinctions in the matter of appointments and promotions and general treatment of officers of the department.

(6) The introduction of a rule that every officer should be entitled to be furnished with a copy of the

confidential report made against him so as to enable him to defend himself, if he can, before the same is accepted and recorded against him, and a provision to cancel such entries after a fixed time so as not to make an entry operate against an officer till the end of his service.

(7) The inclusion of all officers of the department of and above the grade of Inspectors in the Provincial Civil Service.

(8) The throwing open of at least two out of 20 Assistant Collectors of the Imperial Service of the Customs Department to qualified Inspectors of this department.

(9) The introduction of a rule that no punishment involving loss of pay or promotion should be inflicted on a gazetted officer before a proper inquiry conducted by a Civilian officer accustomed to weigh evidence.

(10) The inclusion of Assistant Commissioners drawing Rs. 800 per mensem and upwards in Class IV. of the officers under the Precedence List published in the Quarterly Civil List.

M.R.Ry. P. T. RAMASWAMI AYYA called and examined.

78,127. (*Lord Ronaldshay*.) The witness was inspector in the Salt and Abkari Department, and represented the interests of the Indian members of the department.

78,128. His main contention was that there were too many Europeans, and that the scales had not been held evenly as between Europeans and Indians. European officers were treated more leniently in the matter of educational qualifications, and were recruited into higher grades than Indians. He had instances of European officers who had been started in the first and second grades of assistant inspectors, and some in the third grade, but very few Indians started on a par with them. The result was that the Indians had always to start at a much lower level than the European\* and had seldom a chance of reaching the grades of assistant commissioner and deputy commissioner.

78,129. The majority of the Indian inspectors were graduates, and several had passed the competitive examination which was formerly held.

78,130. The service should be divided up into a superior and subordinate branch, the former being

recruited partly by promotion and partly by the introduction of direct recruits, and certain proportions should be laid down for Indians, Europeans, and members of the domiciled community. Recruitment for Europeans who came into the service direct should be by competitive examination in England. He did not think good Europeans could be obtained in India, as the department did not attract men of the same stamp as the Post Office, though the prospects were good enough. About one recruit would be required from England every year, and the candidate could be examined with the Police in England. The prospects would be sufficient to attract the same class of man as was now attracted to the Police.

78,131. If competition was not desirable, nomination should be made by a committee of three rather than by an individual. It was much better to have a committee deciding such questions, because personal predilection would not then come into play, and the public would have greater confidence in the selection.

78,132. He was not particular whether the pay was on an incremental scale or a graded system, though he believed the latter had advantages. With a graded scale there was a greater opportunity for selection and more inducement to men to work efficiently. The dis-

\* The witness put in the following statement of the names of officers directly appointed to the grade of Assistant Inspectors since 1901 with the rate of pay at which they started.

	Year.	Starting Pay.†
W. A. R. L. Evans, F.A., Acting Assistant Inspector.	1901	Rs 75
C. R. MacInnon (exempted), Assistant Inspector, third grade, on probation.	1901	125
C. J. Barton (exempted), Assistant Inspector, third grade, sub <i>pro tem</i> .	1901	125
G. L. D'Cruz, B.A., B.L., Assistant Inspector, third grade, sub <i>pro tem</i> .	1902	125
T. S. Smith (Matric), Assistant Inspector, third grade, on probation.	1902	125
C. W. Viegas, B.A., L.T., Assistant Inspector, third grade.	1902	125
B. M. Marriott (exempted), Assistant Inspector, second grade, on probation.	1902	150
C. R. Wright (exempted), Assistant Inspector, second grade.	1903	150
A. Venkateswara Ayyar, B.A., B.L. Acting Assistant Inspector.	1906	75
S. Muthuswami Ayyar, B.A., Acting Assistant Inspector.	1907	75
K. S. Viswanatha Ayyar, B.A., Acting Assistant Inspector.	1907	75
E. V. B. Levinge (exempted), Assistant Inspector, third grade, sub <i>pro tem</i> .	1908	125
C. P. Bryan (exempted), Assistant Inspector, second grade.	1909	150
Abdul Mukkam (exempted), Assistant Inspector, third grade, sub <i>pro tem</i> .	1909	125
D. C. Eberhaide, Matric. (London), Assistant Inspector, third grade, sub <i>pro tem</i> .	1910	125
T. Sundara Ayyar, F.A., Acting Assistant Inspector.	1910	75

	Year.	Starting Pay.†
R. Raguatha Achari, B.A., Acting Assistant Inspector.	1910	Rs. 75
D. K. Krishnamachari, B.A., Acting Assistant Inspector.	1910	75
P. R. Gopalakrishna Ayyar, B.A. F.L., Acting Assistant Inspector.	1910	75
K. V. Krishnaswami Ayyar, B.A., F.L., Acting Assistant Inspector.	1910	75
C. A. Maiden, High School Examination, Acting Assistant Inspector.	1912	75
A. P. Rama Rao, School Final, Acting Assistant Inspector.	1912	75
Abdus Salam Sayeed, School Final, Acting Assistant Inspector.	1912	75
C. S. K. Taylor, High School Examination, Acting Assistant Inspector.	1912	75
V. A. Ramalinga Ayyar, Matric, Acting Assistant Inspector.	1912	75
E. F. Brennan, B.A. (Dublin University), Assistant Inspector, second grade, sub <i>pro tem</i> .	1913	150
H. J. Gasson, Senior Oxford Local, Assistant Inspector, second grade, sub <i>pro tem</i> .	1913	150
M. Shabaz Khan, B.A., Acting Assistant Inspector.	1913	75
B. P. Tadiyom (exempted) Probationary Inspector.	1913	150
Sayyid Azeez, B.A., Probationary Inspector.	1911	150

† Cases of Europeans being started on Rs. 175 occurred prior to 1901.



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M.R.Ry. P. T. RAMASWAMI AYYA.

[Continued.]

advantage was that promotion depended largely on chance. There would be no objection to an incremental system in compartments.

78,133. At present the average age of officers taken into the department would be about 23, and after 25 years' service they would be verging on 50, which was not too young to retire on full pension. The period of work was a better criterion for pension than the age of the man.

78,134. (*Sir Theodore Morison.*) Educated Indians had been selected for the department from the year 1887.

78,135. Every officer of and above the rank of inspector should have the same status as a provincial civil service officer. An inspector was a gazetted officer in the Salt Department, but he might be dismissed merely on the inquiry of an assistant commissioner, whereas an officer in the provincial civil service was not so easily dealt with. He did not mean that the department should be part of the cadre of the provincial civil service, but that they should have the same privileges.

78,136. (*Mr. Abdur Rahim.*) He had been in the service for nearly 26 years, and commenced as acting assistant inspector in the lowest grade.

78,137. He did not agree that the work of the department was strenuous that there were only a few Indians who could do it, but it was probably correct to say that there had been more casualties amongst Indians than amongst Europeans, Anglo-Indians, or Eurasians, owing to the fact that Indians had to work for a much longer period in the lower grades and much harder. Indians and Europeans did not work under equal conditions, as the Indians had a good many years of hard work at the bottom of the department nor had they equal preferment for promotion.

78,138. If appointments were made direct to the superior branch, Indians of the necessary physical and intellectual qualification could be obtained, similar to the Indians in the provincial civil service.

78,139. (*Mr. Chaubal.*) Applications for appointments in the department were made to the commissioner. A graduate applying on his own merits, without any recommendation or testimonial, would not usually be accepted. Generally the object of an Indian was to get recommendations from some one known to the selecting officer, and it was the general belief that such recommendations enabled a man to get a footing in the department.

78,140. About nine or ten of the officers who entered through the old competitive examination were in the department at the present time, and the majority of them were considered successful. He preferred as a whole the men who had come in by competition to those who had entered by nomination. The impression

was that competition had brought in only one class of men, but that had not impaired the discipline of the department.

78,141. He entered the service in the Rs. 90 grade as acting assistant inspector, and his salary now was Rs. 400, after 25 years. No Indian had had a chance of going above that permanently during the last 30 years, and if the same condition of things continued, no one was likely to in the future.

78,142. (*Sir Murray Hamrick.*) The department was over-inspected. There was really no need for so many inspections. Inspectors and assistant commissioners were perpetually reporting on subordinates for omitting to do what the departmental orders insisted on their doing; and the number of faults reported, generally very trivial, was enormous, but much of it was not fit or necessary to be recorded.

78,143. One of the two grades, either deputy or assistant commissioner, should be abolished, and that would do away with inspection by one officer. There should be one class of inspecting agency between the inspector and the commissioner, but he did not fix the number or the name by which it should be known.

78,144. (*Mr. Barter.*) More Europeans and Eurasians were taken than the necessities of the department required, and that had been going on since the organisation of the department. Also Europeans had been started on Rs. 125, Rs. 150, and Rs. 175, while Indians were rarely started on Rs. 125 and more often they were started on less.

78,145. By "any European qualifications" in the written statement he meant qualifications such as could be obtained in England only.

78,146. An Indian who had been born and brought up in one division of the presidency might not be necessarily acquainted with the language of the other, but he would be acquainted with the customs of the whole province, and an Englishman who knew Telugu would not necessarily be more useful in the Telugu country than a Tamil who had no knowledge of the Telugu language.

78,147. The rules of the service required that officers should possess certain minimum educational qualifications, but Europeans not possessing those qualifications were often exempted. He did not say that no European officers in the departments had passed any examination.

78,148. Any candidate applying to the commissioner for appointment would necessarily have to give some evidence of his character and upbringing and antecedents, and it was quite desirable that he should produce testimonials of that kind. But that alone would not account for the fact that the commissioner would appoint any man who produced testimonials of that character. Candidates generally produced certificates.

The witness withdrew.

At Bombay, Monday, 9th February 1914.

PRESENT:

THE EARL OF RONALDSHAY, M.P. (*in the Chair*).

Sir MURRAY HAMMICK, K.C.S.I., C.I.E.

Sir THEODORE MORISON, K.C.I.E.

And the following Assistant Commissioners:—

W. C. SHEPHERD, Esq., Collector of Salt Revenue, Bombay.

MAHADEV BHASKAR CHAUBAL, Esq., C.S.I.

ABDUR RAHIM, Esq.

S. D. SMITH, Esq., Assistant Collector of Excise Bombay.

M. S. D. BUTLER, Esq., C.N.O., C.I.E., (*Joint Secretary*).

H. O. QUIN, Esq., I.C.S., Commissioner of Customs, Salt, Opium and Abkari, Bombay,\* called and examined.

78,149. (*Lord Ronaldshay.*) Witness was Commissioner of Customs, Salt, Opium and Abkari, Bombay, and had held the position for over two years.

78,150. He could not say what considerations prevailed with the Government, when they determined to amalgamate the Salt and Excise Departments. The views he had expressed to the contrary in his letter,

dated 22nd July 1911,† had undergone no modification, and held good.

78,151. The orders of the Government of Bombay, dated the 4th August 1913, were to prepare an amal-

\* This witness did not submit a written statement.

† *Idé* Appendix X

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Mr. H. O. QUIN.

[Continued.]

gated list, and that work had been taken up in his office. During the process certain new questions had been raised. For example, a proposal had come from the Collector to cut down the coastguards, which would mean reducing some of the Inspectors. The Collector had also made a proposal for a time-scale for Inspectors in place of a graded system. He himself also desired to increase the strength of and make other changes in the Excise Department. All these questions would have to go to Government before any complete scheme of amalgamation could be submitted. Meanwhile he put in two statements\* to show the position of the amalgamated cadre for the Assistant Collectors and the subordinate ranks if amalgamated on the present grading.

78,152. The 243 appointments on Rs. 100 and upwards under the general heading of Inspectors in the appendix to the Bombay Government's resolution of the 4th August 1913, were all intended to be on one list. The 172 Sub-Inspectors there shown were also to be on one list, and formed a separate body of officers of a lower status. Before the amalgamation took place the 84 members of the Salt establishment in the inspector class were on one list for the purposes of promotion and grading, but there were sub-divisions for the purposes of postings. Certain officers, for example, worked in one branch and others in others. That applied also to the members of the Excise establishment, but to a less extent. In the Excise branch there was only a limited specialisation of functions for the Distillery branch. Under the amalgamation scheme certain branches of the work would continue to be specialised, but there would be a wider range for promotion.

78,153. Under the amalgamation scheme recruitment would begin at Rs. 100 for the inspector class as at present and run up to Rs. 400. Inspectors might or might not be promoted to higher posts in the service. That was a matter of selection.

78,154. For the Excise Department, which had only been reorganised since 1907, the superior officers had been taken from other Departments, as well as from the Excise Department, and it could not be said that any regular practice prevailed as to the source from which the Assistant Collectors were taken. In the Salt Department the Assistant Collectors had always been recruited from the subordinate ranks, and this system was likely to spread into the Excise Departments, if the right class of men were available. Power to recruit directly from time to time, at a salary of about Rs. 250 a month, in the discretion of Government, would be very useful, but the number of appointments to be made was so small that it was not worth while to elaborate any system. The exercise of a little foresight was all that was needed to keep things right.

78,155. The Salt Department was very largely officered by Europeans in the inspectors' rank and the Assistant Collectors had always been Europeans, until quite recently. The particular kind of work, which the Inspectors in the Salt Department had to do, was congenial to many Europeans, but not as a rule to Indians, and on that account the class of Europeans, who took service in the Salt Department, was superior to that which went into other Departments on the same pay. The attraction was not the pay, but the life, and the prospect of becoming an Assistant Collector. The Excise Department had not the same traditions, and not many Europeans of the class desired were attracted into it.

78,156. The eight Assistant Collectors in the Excise Department consisted of two Anglo-Indians, one Indian and five Europeans. The Assistant Collectors in the Salt Department consisted of eight Europeans and two Indians. As far as the Salt Department was concerned it would always be necessary to have a high proportion of Europeans, because of the exceptional physical nature of the work. The appointments in both Departments were made entirely by selection, though other things being equal seniority was considered. In the lower ranks there was a large number of Indians, but they had not been considered suitable for promotion. Undoubtedly in the Salt Department Europeans had been

selected in preference to Indians, and to some extent the same applied to the Excise Department.

78,157. Some of the officers went to Europe on leave, particularly those in the Salt Department, some of whom had come out from England originally. That to a certain extent justified their enjoying the European service leave rules. Only two officers had retired to England within the last ten years, but five or six Europeans had died in the country, who would probably have retired to England, had they lived. He was not certain that the number of officers who spent their leave in England was sufficiently great to justify the application of European leave rules to a service which was not recruited in Europe, but the concession raised the status of the Department. At present only the Salt Department enjoyed European leave rules. The Excise Department would, however, get the privilege when the amalgamation took place.

78,158. An incremental scale of pay would be suitable for Inspectors, with a selection bar at Rs. 300.

78,159. Men joined the Department at all sorts of ages between 18 and 25, the average being probably a little over 20.

78,160. (*Sir Theodore Morison.*) Possibly it was a drawback that the district Collector was not an Excise expert, but it was important to give him an interest in Excise work, and no case of friction with the Excise Assistant Collector had been brought to his notice. He had, however, had some complaints from an Assistant Collector who did not consider he was being given sufficient power by the Collector.

78,161. (*Mr. Abdur Rahim.*) No applications were invited for the Departments as they came in of themselves by nearly every post. There was no need to advertise the vacancies when there were already more applicants on the books than could be dealt with. Sixty to 70 per cent. of the applications were refused straight off, as being obviously from unfit persons, and the rest were registered. A great many were rejected without any interview on the ground that the senders were not sufficiently educated. The standard of education was not a very rigid standard, but when an applicant said he was a failed matriculate he was at once rejected.

78,162. A man should have passed either the matriculation or the school final or the examination prescribed for the European schools. A large number of applications for inspectorships were received from Indians, and also for sub-inspectorships. Many of the applicants he interviewed himself, and others were interviewed by the Collectors of the districts in which the men lived. The same rule applied to all, whether of the domiciled community, Anglo-Indians or Indians. Anglo-Indians were not necessarily required to be matriculates, as it was not usual amongst them to matriculate. The men taken were generally fairly high up in their schools. The minimum would be about the seventh standard, which was quite good enough for the work. Anglo-Indians were more suited to the work than Indians. The percentages of the various races in the Excise Department were Europeans, 7.9; Anglo-Indians, 7.9; Parsis, 22.2; Muhammadans, 16.1; men of Portuguese descent, 10.1; Brahmins, 13.9; other Hindus, 17.5; Indian Christians, 1; and Jews, 3.3. In the Salt Department there were Europeans, 43.6; Muhammadans, 9; Indian Christians, 3.6; Parsis, 6.3; Hindus, 36.3; and Anglo-Indians, 1.

78,163. Assistant Collectors were selected by Government on his recommendation. He could not give instances to show that Indians were not so well fitted for the work of Assistant Collectors as members of other communities, because the cases in which they had been appointed had been very few. An Assistant Collector had a much larger area to travel over than Inspectors or Sub-Inspectors, but he travelled under more comfortable conditions. The lower officers generally had more physical strain than their superior officers. There was a larger field of selection from Indians than from Anglo-Indians.

78,164. (*Mr. Chaudal.*) Two of the present Assistant Collectors of Excise were promoted from being Inspectors when the Department was first reorganised, and one had been appointed since. Men did not

\* Vide Appendix IX.

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[Continued.]

enter the Inspectors' ranks with the idea of becoming Assistant Collectors, as the number of the latter posts were so small.

78,165. He doubted whether interchangeability between Inspectors in the Salt and Excise Departments would be practicable for some time to come.

78,166. (*Mr. Shepherd.*) There would be no difficulty in fixing a definite age-limit for recruitment.

78,167. (*Mr. Smith.*) Possibly the Salt Department was more efficient at present than the Excise Department. Possibly that was due to its being concentrated into the hands of one Collector instead of being split up amongst several. If the Salt and Excise Departments were amalgamated, and there were separate Collectors for Salt and Excise, they would come into conflict with the Collectors of the districts. It was quite possible to adopt the Madras system, but it was more desirable to keep the Collector in touch with the

Excise work of his district. The Collector must either be given considerable power in dealing with Excise work, or it would have to be taken away from him altogether. If he were merely consulted, he would lose all interest in the work.

78,168. The duties of an Assistant Collector of Excise were responsible and onerous. There was a great inequality between the salaries drawn by the Assistant Collectors of Customs and the Assistant Collectors of Excise. The Imperial Customs had a higher scale of pay. The question of equalising the pay depended largely on the question of recruitment. To get for an Imperial Department a highly educated class of men from England, it would be necessary to give higher pay than would be given to men who had been educated and recruited in India. Some of the officers in the Salt and Excise Departments, who had been educated in India, had fully justified their selection.

The witness withdrew.

H. G. BULKLEY, Esq., Assistant Collector of Salt Revenue, Bombay.

*Written Statement relating to the Salt Department, Bombay.*

78,169. Prior to 1871, the administration of the Salt Revenue was committed to a Commissioner. In 1871, the Government determined to place the management of the Salt Revenue in the hands of a separate officer, viz., a Collector of Salt Revenue. In 1882, the Salt Department was again brought under the control of a Commissioner, and it is so at the present time, but as the Commissioner controls also the Customs, Opium, and Akkari Departments, the general working arrangements of the Salt Department rest chiefly with the Collector of Salt Revenue, who is always a member of the Indian Civil Service. The Collector of Salt Revenue has 11 assistants working under him, the pay of these assistants being three on Rs. 1,000, two on Rs. 800, three on Rs. 600, two on Rs. 450, and one on Rs. 300, rising to Rs. 400. The last appointment is termed "Native Assistant to the Collector."

78,170. (i.) *Methods of Recruitment.*—All the present holders of these 11 appointments have been recruited from the subordinate branches of the Salt Department, and it is over 30 years since an "outsider" was appointed as Assistant Collector of Salt Revenue. The area over which the operations of the Salt Department extend is divided into eight ranges, viz., Kharaghoda, Northern Frontier, Surat, Thana, Uran, Ratnagiri, Goa Frontier, and Kanara. Separate charges (as distinct from ranges) are the Chief Account Office and the "Coastguard and Lighthouses" charge. The native assistant to the Collector is practically attached to the offices of the Collector, his work being to examine the offices of the subordinate Taluka officers. Seven Europeans and one Indian hold charge of the eight ranges.

78,171. (ii.) *Systems of Training and Probation.*—There is no special system of training prescribed

for Assistant Collectors. As I have said above, the Assistant Collectors are selected from the subordinate branches of the Salt Department. Generally speaking, those selected to be, or to act as, Assistant Collectors, have passed the requisite examinations in law. When they are appointed to be, or act as, Assistant Collectors they have to pass an examination in the vernacular of the district to which they are appointed, as laid down in paragraphs 900 and 909 of the Digest of Service Rules.

78,172. (iii.) to (vi.) *Conditions of Service, Salary, Leave, and Pension* are regulated according to the Civil Service Regulations. Salaries are personal, and promotion is regulated by seniority in grade.

78,173. (vii.) *Limitations in the Employment of non-Europeans.*—There are none, and the whole Department is Imperial.

78,174. (viii.) *Relations of the Service with the Indian Civil Service and other Services.*—There is no relation of the Salt Department Service with the Indian Civil Service and other Services. Each range is in charge of an Assistant Collector, and he has working under him Sarkarkuns, Preventive Officers, Inspectors, Darog, Sarkarkuns (in charge of coast groups of salt works), as the case may be. Sarkarkuns are, as a rule, Indians, men of approved ability, who have risen from the clerical line; Inspectors on the frontiers and Preventive Officers are chiefly Europeans, and they are appointed from outside; they generally start service on Rs. 100 a month, and there are two appointments on Rs. 400 to which they can rise; some are selected for the posts of Assistant Collectors.

Mr. H. G. BULKLEY called and examined.

78,175. (*Lord Ronaldshay.*) Witness was an Assistant Collector of Salt. He had been in the service 36 years, and was now drawing Rs. 1000 a month. He started as an Inspector on Rs. 300. He had been elected to represent the members of the Salt Department, and the written statement represented the views of all his colleagues.

78,176. Gazetted appointments were filled from members of the subordinate staff, who joined the Department, in the case of Europeans, about the age of 20 to 21. It had always been the practice to fill the higher posts by promotion from the subordinate ranks since he came into the Department. Promotion to Assistant Collectorships was rather rapid. He himself was recruited at 18 years of age, and was made an Assistant Collector at 21. The second man on the list joined the Department at 23,

and became an Assistant Collector three or four years later. Nearly all the Assistant Collectors had been recruited as young men. Promotion was solely by selection. Europeans generally joined the Department on Rs. 100 a month, though he himself, at the time of the reorganisation of the Department, came in on a higher pay. The system of promoting men entering on Rs. 100 a month was satisfactory, and a good type of officer came in owing to the fact that young men were glad to take an appointment on such a salary. They could live on it in the jungle. He did not see why, if men could be got at Rs. 100, there should be any direct recruitment at Rs. 250.

78,177. He was in favour of a time-scale of pay.

78,178. During his service of 36 years, four men had retired, and 10 had died in service. The four men who had retired had gone to England.

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[Continued.]

78,179. At present the officers enjoyed the advantage of European service leave rules, but very few of them took any leave owing to the smallness of their pay.

78,180. (*Sir Theodor Morison.*) There were nine grades of Inspectors, but men promoted to be Assistant Collectors had not to go through all the grades, but might be taken from any grade. The fact that men were promoted over the heads of their seniors caused no grievance, as it was generally understood that those who were appointed were gentlemen who had been earmarked for promotion from the beginning. There was no official understanding, but the idea was that, if a European did well, and passed the Assistant Collector's examination, he would get promotion. There were two Indians in the Department at the present time, who came in as Karkuns, but Indians were not earmarked for Assistant Collectorships. He believed that an Indian on Rs. 50 or Rs. 30 a month was far better off than a European on Rs. 100.

78,181. (*Mr. Abdur Rahim.*) An Indian was quite satisfied to start as a clerk, and to work his way up through the clerical branch until he rose to be Sarkarkun. When they rose to Rs. 250 they thought they had obtained a very good position, and an Indian on Rs. 250 was as well off as a European on Rs. 1,000. There was a great difference between an officer on Rs. 1,000, and one on Rs. 250. One was gazetted, and the other a subordinate. No doubt there were Indians who would like to rise higher, but the majority would

rather serve as subordinates under Europeans than have an Indian superior over them.

78,182. (*Mr. Chaudal.*) Several Europeans had been recruited on Rs. 100 who were still in the Department as Inspectors, getting salaries of Rs. 250 or Rs. 300. The grades of Inspectors ran through Rs. 100, Rs. 125, and Rs. 150, and, when a vacancy occurred for an Assistant Collector, a man might be taken from any grade. If a man was taken from the Rs. 100 grade, the Rs. 400 grade man would be passed over. There was nothing but selection throughout the Department, and that had worked very well, and everybody was satisfied with the manner in which Assistant Collectors were selected.

78,183. During his service there had been amongst the Assistant Collectors two Parsis, two Indians, and one Anglo-Indian.

78,184. (*Mr. Shepherd.*) He did not think Rs. 100 was sufficient to attract suitable men for Assistant Collectors, and that accounted for the number of men fit for selection being so small. The work of Inspectors was very different from the work of Assistant Collectors. No graduate of an Indian university had ever applied for an Inspector's appointment, as the work of the Department did not appeal to them.

78,185. The amalgamation of the Salt and Excise Departments would be very unpopular, as the amalgamation could not be brought about without doing a great deal of injustice to one Department. It seemed all in favour of one and against the other.

The witness withdrew.

F. INGLE, Esq., Assistant Collector of Excise, Bombay.

*Written Statement relating to the Excise Department, Bombay.*

78,186. (i.)—**Methods of Recruitment.**—Purely by selection or nomination by Government on recommendations by the Commissioner of Customs, Salt, Opium and Akkari, Bombay. The existing staff of Excise Assistant Collectors have been drawn from the Customs, Salt, and Police Departments. To make the Department effectively efficient and to satisfy the aspirations of the inspectorial staff at least one-third of the number of appointments of Assistant Collectors of Excise should be reserved for suitable officers selected from that staff. But in view of the sanctioned amalgamation I think that two-thirds of the appointments of gazetted officers should be reserved for the non-gazetted officers of the combined Salt and Excise Departments. In departments recruited on this basis nepotism is to be guarded against, for very often deserving subordinates are passed over because an influential outsider is to be provided for. This is necessary for the improvement of the tone of the inspectorial staff, which is the backbone of the Department. The remainder to be recruited as at present, but recruitment should be restricted to officers serving under the control of the Commissioner of Customs, Salt, Opium, and Akkari.

78,187. (ii.) **System of Training and Probation.**—The period of training and the probationary period of Assistant Collectors of Excise are concurrent. Every officer appointed to be an Assistant Collector of Excise is, unless specially exempted by Government, required to pass, at the latest at the first examination held after six months from the date on which he joins his appointment, in subjects specified on page 154 of the Bombay Excise Manual. And a further examination after 12 months of his passing the first examination prescribed—or if he has not passed the first examination prescribed, the further examination prescribed after 18 months from the date on which he joins his appointment. The test prescribed is found on page 154 of the Bombay Excise Manual, Part II, Chapter V. Sixty per cent. of the aggregate marks must be obtained for the whole examination—50 per cent. in each paper, excepting the third paper under rule 4 in which only 40 per cent. of the marks will be required to pass. In addition to the above prescribed examinations, unless specially exempted by Government, an officer is required to pass within 18 months of his joining his appointment

an examination in the vernacular of the district in which he has his headquarters—unless such vernacular be his own language; should he have passed the vernacular examination of the same difficulty in the same vernacular prior to his appointment he will not be required to again pass in the said vernacular. Details of examinations to be passed and conditions are to be found on pages 154–157 of the Bombay Excise Manual, Part II, Chapter V. An officer failing to pass the examinations prescribed within the time prescribed is liable to be removed from his appointment (page 157 of the Excise Manual, Part II, Chapter V.). An outsider appointed to act as Assistant Collector should be made to work as a probationer for at least one year, during which period he should go through a distillery course and be attached to the office of the Commissioner or an Assistant Collector to learn the routine of work. As regards officers selected for the appointment of Assistant Collector of Excise from any of the three departments under the control of the Commissioner of Customs, Salt, Opium and Akkari or from outside, who have not had any previous Excise experience, it is suggested they should be required to undergo training for three months at least at a distillery and for three months at least with an experienced Assistant Collector of Excise. This will enable the officer before joining his appointment to have a good opportunity of studying all technical matters connected with the Department, and also of mastering the routine of work. He will then be to some extent an efficient officer on taking up his appointment and not a figure-head as he is bound to be for some time unless so trained.

78,188. (iii.) **Conditions of Service.**—Existing conditions are generally regarded with considerable dissatisfaction. They are nearly identical with other branches of the Indian Services with the exceptions of the Salt, Customs, and Police Departments. When an Assistant Collector of Excise of a higher grade is granted leave of absence officers in a lower grade are not granted acting or temporary promotion, whereas officers in the three departments mentioned above receive acting promotions in such cases in due course. This may be remedied by the division of appointments of Assistant Collectors of Excise into classes instead of grades. If, however, an equitable time-scale, having

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Mr. F. INGLE.

[Continued.]

due regard to the length of service and prospects of the senior officers, is introduced, this hardship will be removed. A time-scale for the Excise Department is now under consideration. Should the same regulations be adopted in the time-scale as have been sanctioned by the Government of India for the Customs and Public Works Departments the Senior Assistant Collectors of Excise will have little cause for complaint. Having regard to the responsibilities of the office, the extent of the charge (three districts), the arduous nature of the duties, the high cost of living, coupled with necessity to maintain his position with dignity, the present starting pay of an Assistant Collector of Excise is lamentably inadequate. The pay of a Senior Inspector is Rs. 300 per mensem, of a Supervisor (non-gazetted officer) is Rs. 400 per mensem. An Assistant Collector of Excise has to take his place among the gazetted officers of the district, both covenanted and non-covenanted, and is supposed to live up to his position. Consequently, a starting pay of Rs. 400 is manifestly inadequate. It is suggested that the minimum pay of an Assistant Collector of Excise on first appointment should be Rs. 500 and, subject to efficient and approved service, he should rise to a maximum salary of Rs. 1,500 per mensem by annual increments of Rs. 50.

78,189. (iv.) Conditions of Salary.—If Government expect to command a contented and efficient service salaries must be adequate. Government must recognise and provide for the rapid changes, moral and economic, through which India is steadily passing. Having regard to the fact that the cost of living has risen so greatly the receipt of inadequate salaries operates as a drawback to the obtaining of the best class of men. The greatest difficulty is experienced in making ends meet and in providing suitable education for families. Insufficiency of salaries leads to adverse comments when the prospects of the service come under discussion. Looking to the important, arduous and responsible nature of the duties Assistant Collectors of Excise are required to perform, as compared with the duties of Assistant Collectors of Salt Revenue and officers of other services, they are most inadequately paid. The lowness of their salaries makes it impossible for them to maintain their relative position as officers of gazetted rank in a befitting manner as compared with officers of similar position in other services. The cost per cent. of working of the Excise Department as compared with the revenue realised seems to clearly indicate that more liberal salaries might with advantage be bestowed on officers responsible for the working of a department which brings in so large a proportion of the total revenue. The revenue of the Excise Department for the past six years since 1907-8 has increased by nearly 29 per cent., while the percentage of total expenditure when compared with the revenue has increased by 11 per cent. only. The total average annual expenditure of the working of the Department for the past six years works out of 5.46 of the total revenue.

78,190. (v.) Conditions of Leave.—As Government has practically decided to recommend to the Secretary of State the grant of the European service leave rules to the Excise Department, there is nothing further to urge in this connection. The withholding of these rules from the Department up to now has been a very great grievance, and is one of the points on which redress is urgently demanded.

78,191. (vi.) Conditions of Pension.—They are the same as those in force in other uncovenanted services. The age-limit of 55 for retirement might be retained as at present, but the period of service to qualify for a retiring pension might be reduced from 30 to 25 years and for an invalid pension from 25 to 20 years. The duties of an Assistant Collector of Excise are essentially of an active nature. After 25 years of rough touring it might not be considered too great an indulgence to allow an officer to qualify for retiring pension. The work of an Assistant Collector is a combination of police and revenue duties. The outdoor duties are very heavy for a man even of ordinary robust health after some years

of active service, and there are no posts like those in other departments where a gazetted officer can be given office duties and no outdoor work to perform.

78,192. (vii.) Such limitations as may exist in the Employment of non-Europeans and the working of the existing System of Division of Services in the Imperial and Provincial.—The Excise Service is not divided into Imperial and Provincial. At present no limitations exist as to the employment of non-Europeans and the service is not divided into Imperial and Provincial. At present Indians are as eligible for appointments as Europeans. Physique and suitability for the work are the only criterions.

78,193. (viii.) Relations of the Service with the Indian Civil Service and other Services.—An Assistant Collector of Excise is generally in charge of two or three districts, each of which is administered independently by a Collector (or in an exceptional case by a Provincial Service Collector). The Assistant Collector of Excise is within each district an Assistant to the Indian Civil Service Collector of the district for Excise purposes with limited powers. The result not infrequently is that in matters of Excise administration each Collector has his own views, and practically the Assistant Collector of Excise is required to adopt different methods in dealing with the same subject in different parts of his charge, although he knows that they are not all sound. The entire Excise administration of the Presidency is in the hands of the Commissioner of Excise, who is an officer of the Indian Civil Service. All questions which are so dealt with differently within an Assistant Collector's charge ought certainly to be referred to the Commissioner of Excise. Under present conditions it is difficult to get beyond the Collector, even in matters of the greatest importance. To secure uniformity this ought to be possible, but it would certainly not be conducive to maintaining cordial relations between the Collector and his Assistant. The easiest and most appropriate solution of this difficulty appears to be the appointment of three Collectors of Excise—one for the Northern, one for the Central, and one for the Southern Divisions of the Presidency; pay Rs. 1,800. In view of the very technical nature of the various subjects to be dealt with there is no reason why the proposed appointments should not be held by officers promoted from the ranks of the Assistant Collectors. Of these appointments two might be reserved for Assistant Collectors of Excise, so as to give them a chance of rising to the grade of Collector, as in the Land Revenue Department. At present there is a great block in this Department, and the creation of these appointments would save the situation and at the same time increase the efficiency of the Department. It might be objected that the control of Excise should not be taken away from the District Collectors, because the question of drink and the use of intoxicating drugs is so inseparably connected with the welfare and economic condition of the people. This may be so, but the advice of the Collector of the district could always be obtained by the Collector of Excise in cases regarding the opening and closing of shops and kindred questions. Once this opinion is obtained, the Excise Collector could do the rest. A case in point is the acquisition of lands for salt-works. The Collector of Salt Revenue invariably consults the District Collector before land is taken over, and similarly the Collector of Excise could obtain the advice of the Collector of the district in all licensing questions. Another argument in favour of having separate Collectors of Excise is that the Collector of the district is so hard-worked and his duties are so multifarious that unless he is a very extraordinary worker it is impossible for him to give to an important department like the Excise the attention it deserves. The powers of Assistant Collectors of Excise might be extended and made co-extensive with the powers vested in and exercised by Assistant Collectors of Salt Revenue, &c. At present there is in Excise matters too much centralization of powers with Collectors, the result being that the utility of Assistant Collectors of Excise is somewhat reduced. Powers should be delegated to the

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Mr. F. INGLE.

[Continued.]

Assistant Collectors either by Government or the Commissioner, and the Collector should have no power to rescind them unless he can make out a case that they have been improperly used. At present, in many cases Collectors give or withhold powers as they like without assigning any reason. The other services have no connection with the Excise staff, except (1) the magistracy in the matter of the prosecution of the cases; and (2) the Forest Department in respect of toddy trees in forest areas which may be leased by the Forest Department under tapping licences issued by the Excise Department; the relations are cordial between the two Departments; (3) the Police Department as far as cases under the Indian Opium Act I. of 1878. For the better working of the provisions of the said Act and in the interests of the Department itself it is necessary that powers of investigation, &c. of offences under the Opium Act should be delegated to Excise officers also. It is anomalous that they should have certain powers under the one important branch of Excise law, and should lack such powers under another cognate and equally important branch. The relations with the Police Department may be said to be cordial on the whole.

Mr. F. INGLE called and examined.

78,195. (*Lord Ronaldshay*.) Witness was an Assistant Collector of Excise, and had been 23 years in the Salt, Excise, and Customs Departments. He entered the Excise Department at the time of the reorganisation in 1907, and was now drawing Rs. 600 as a second grade Assistant Collector. On recruitment he entered the Salt Department as an Inspector on Rs. 100. When the Excise Department was reorganised in 1907, it was staffed by officers borrowed from the other two Departments. One man came in from the Police.

78,196. If the proposed amalgamation of the Department with the Salt Department came about, at least two-thirds of the Assistant Collectorships should be reserved for officers promoted from the subordinates' ranks. One-third should be filled by recruits from one of the other Departments. There should be no direct recruitment of outsiders at all.

78,197. The Assistant Collectors at present were all Europeans, except one Indian and two Anglo-Indians. The promotions were made by special selection. The fact that there were so few Indians was either due to their not having been considered suitable, or their not having applied. The higher appointments were not much sought after by Indians. Satisfactory Europeans could not be obtained on the present low salaries. There should be a more careful method of selection than was now observed, and Europeans should be brought into the cadre on at least Rs. 200. He did not agree with the views of the last witness on that matter. The Department was a very important one, and responsible for a very substantial revenue, and there so many temptations open to the officers, that it was only right they should be paid an adequate salary to enable them to uphold their position. If the salaries suggested in the written statement were paid, a much better type of men would be obtained.

78,198. The time-scale which had been proposed by the chief of the Department was not equitable to

78,194. (ix.) Any other Points within the Terms of Reference to the Royal Commission not covered by the preceding Heads.—Assistant Collectors of the Salt Department are provided with rent-free bungalows; this concession might well be extended to Assistant Collectors of Excise. In certain charges Assistant Collectors of Excise are required to pay very much more than one-tenth of their salaries as house-rent. There are instances at present of a Salt Assistant Collector and an Excise Assistant Collector in the same district, the Salt officer on a higher grade of pay paying no rent, and the Excise officer on a lower grade of pay paying a considerable sum for rent. There is no provision whatsoever for recoupment of actual expenditure by an Excise officer on transfer. In most cases the transfer of an officer (specially in the case of a married man) operates in the nature of a heavy fine on his too slender emoluments. The daily travelling allowance does not cover actual expenses in transporting camp equipage, &c., nor does the double first-class railway fare. Assistant Collectors ought to be granted a fixed horse or conveyance allowance in addition to the allowance admissible under the Civil Service Regulations.

senior officers, and therefore senior officers were against a time-scale, as they would have to mark time until the junior officers reach the same point. If that particular feature could be abolished, he should prefer a time-scale to a graded system.

78,199. Government had decided that the Department should have the benefit of European leave rules, but not definite orders had been issued.

78,200. If a man was required to serve only 25 years for pension, he would retire on an average at the age of 50.

78,201. (*Sir Murray Hamrick*.) He was in favour of amalgamation with the Salt Department, as it removed a long standing unmerited slur on the Excise Department, which had always been looked upon as inferior to the other. There would also be more continuity of policy under the amalgamation.

78,202. In making the suggestion that there should be three Collectors of Excise, he had in mind the three Deputy Commissioners in Madras.

78,203. (*Mr. Chabul*.) Of the 151 Inspectors of Excise, a few had been taken in direct.

78,204. (*Mr. Smith*.) Four Assistant Collectors had spent their leave in England.

78,205. It was the current opinion that the Salt Department was very efficient, and that was due very largely to the fact that it had been controlled by one Collector all along. If there were a separate Collector of Excise, instead of numerous District Collectors, it would place the Department on a much sounder basis. The Excise Assistant Collector's duties were much more responsible, and much more elaborate, than those of the Salt Assistant Collector.

78,206. The decision of the Bombay Government to amalgamate the two Departments had given great satisfaction to the Excise staff.

78,207-79,043. It was open to all Indians to rise to every grade in the Department if they were efficient.

The witness withdrew.

## APPENDIX I.

## LIST OF APPENDICES.

- I. MEMORANDUM embodying the views of the GOVERNMENT of the UNITED PROVINCES of AGRA and OUDH as to the EXCISE DEPARTMENT.
- II. COPY of a LETTER, No. 2641/S., dated SIMLA, the 12th of September 1913, from the CHIEF SECRETARY to the GOVERNMENT of the PUNJAB, to the SECRETARY to the GOVERNMENT of INDIA, DEPARTMENT of COMMERCE and INDUSTRY.
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- VII. MEMORANDUM prepared by the ASSAM ADMINISTRATION relating to the EXCISE DEPARTMENT.
- VIII. MEMORANDUM prepared by the GOVERNMENT of MADRAS relating to the SALT and ABKARI DEPARTMENT.
- IX. STATEMENTS showing the CADRE of the SALT and EXCISE DEPARTMENTS, BOMBAY, as it would be if the two DEPARTMENTS were AMALGAMATED on the existing basis.
- X. MEMORANDA prepared by the GOVERNMENT of BOMBAY relating to the EXCISE and SALT DEPARTMENTS in the BOMBAY PRESIDENCY PROPER and on the combined SALT, EXCISE, and OPIUM DEPARTMENT in SIND.
- XI. PAPERS relating to the RE-ORGANIZATION of the SALT and EXCISE DEPARTMENT in BENGAL, viz. (i) Despatch from the Government of India to the Secretary of State for India, No. 109 (Finance Department), dated Simla, the 16th April 1914; (ii) Despatch from the Secretary of State for India to the Government of India, Revenue No. 98, dated 17th July 1914.
- XII. PAPERS relating to the RE-ORGANIZATION of the SALT and EXCISE DEPARTMENT in BIHAR and ORISSA, viz. (i) Despatch from the Government of India to the Secretary of State for India, No. 110 (Finance Department), dated Simla, the 16th April 1914; (ii) Despatch from the Secretary of State for India to the Government of India, Revenue No. 101, dated 24th July 1914.
- XIII. CORRESPONDENCE relating to the RE-ORGANIZATION of the EXCISE DEPARTMENT in ASSAM, being a letter from the Second Secretary to the Chief Commissioner of Assam, to the Secretary to the Government of India, Department of Commerce and Industry, No. 1621 M, Municipal Department (Separate Revenue Branch), dated Shillong, the 14th March 1914.
- XIV. EXTRACT from LETTER from the CHIEF SECRETARY to the CHIEF COMMISSIONER, CENTRAL PROVINCES, to the JOINT SECRETARY to the ROYAL COMMISSION on the PUBLIC SERVICES in INDIA, No. 1,074, dated Nagpur, 8th May 1913
- XV. STATEMENT, with DETAILS by PROVINCES, of the CIVIL APPOINTMENTS on Rs. 200 a month and over held by Europeans, Anglo-Indians, and Indians on the 1st April 1913, in the SALT and EXCISE DEPARTMENTS.
- XVI. OFFICIALS and NON-OFFICIALS who furnished WRITTEN EVIDENCE to the ROYAL COMMISSION in connection with their INQUIRY into the SALT and EXCISE DEPARTMENTS, but who were not orally examined.

## APPENDIX I.

MEMORANDUM embodying the views of the GOVERNMENT of the UNITED PROVINCES of AGRA and OUDH as to the EXCISE DEPARTMENT.

*I. Methods of Recruitment.*—The Lieutenant-Governor is unable to accept the proposals as to methods of recruitment put forward by the assistant commissioners.\* The proposal to make officers in the Excise Department interchangeable with those of the Revenue Department was discussed and disposed of by the Excise Committee in paragraph 289 of their Report. His Honour is in agreement with the views set forth therein.

No sufficient explanation has been given of the necessity for a new grade of officers, to be called superintendents. If assistant commissioners' charges become too large to be manageable, relief should be given by increasing the number of assistant commissioners and not by introducing a wholly unnecessary grade of superintendents.

*II. System of Training and Probation.*—So far as the technical work of the Department is concerned, the advantage of training in special schools over the present system, whereby junior officers are trained in distilleries and bonded warehouses, is doubtful. On the other hand, there is a real need for more training

in investigation work and the law of evidence and procedure. A proposal whereby candidates will pass through a course in the police training school at Moradabad is under consideration.

*III. Conditions of Service.*—The proposals under this head have already been dealt with, but it may be pointed out that an Excise inspector can always obtain assistance and guidance in dealing with difficult cases from the Excise officer on the district staff.

*IV. Conditions of Salary.*—The scale that His Honour is prepared to recommend is as follows :—  
 Rupees 300—50—500.  
 Three years' service on Rs. 500.  
 Promotion to Rs. 600 if service is approved.  
 Four years on Rs. 600; and  
 Promotion to Rs. 700 if service is approved.

Beyond this it is not desirable to assimilate this service to the cadre of deputy collectors.

*V. Conditions of Leave.*—His Honour is unable to support the proposals made by the memorialists.

*VI. Conditions of Pensions.*—Here, again, His Honour cannot entertain the proposals of the assistant commissioners.

\* *Vide* paragraphs 77, 944–51.

## APPENDIX I. (continued).

**VII. Distillery Expert.**—This appointment is a special one, requiring special qualifications which assistant commissioners do not possess. They would not be suitable for it.

**VIII. Personal Assistant.**—The proposal that the personal assistant to the Excise Commissioner should be a member of the Department is not unreasonable; but as long as the present incumbent occupies the post, no change should be made.

## APPENDIX II.

COPY of a LETTER, No. 2641/S., dated SIMLA, the 12th of September 1913, from the CHIEF SECRETARY to the GOVERNMENT of the PUNJAB, to the SECRETARY to the GOVERNMENT of INDIA, DEPARTMENT of COMMERCE and INDUSTRY.

In reply to your letter, No. 5780/5793, dated the 22nd of July 1913, I am directed to say that no memorandum on the Excise Service in the Punjab has been compiled for the Public Services Commission. With the exception of the Distillery expert, whose services are shared with three other Provinces, the Excise Department in the Punjab consists only of a

staff of Excise Inspectors who rank as a Subordinate Service, and do not therefore come within the scope of the Commission's inquiries.

[Copy forwarded to the Joint Secretaries to the Royal Commission on the Public Services, with Punjab Government letter No. 171 (C. & I.) dated Lahore, the 6th February 1914.]

## APPENDIX III.

MEMORANDUM prepared by the GOVERNMENT of BENGAL relating to the SALT DEPARTMENT.

1. The present Regulations as to Recruitment, Training, and Probation, and whether these Regulations are satisfactory.—There are at present no regulations as to the recruitment, training and probation of officers on the superior establishment of the Salt Department. There are at present three officers in the superior service, viz.: (1) Mr. S. G. L. Platts, Assistant Commissioner of Salt Revenue, 24 Parganas and Khulna; (2) Mr. N. W. Parish, Superintendent of Salt Revenue, Midnapore and Howrah; and (3) Mr. J. C. Platts, Superintendent of Salt Revenue, Chittagong and Noakhali. Mr. S. G. L. Platts was Assistant Commissioner of Salt Revenue, and Mr. Parish was Inspector of Salt Revenue in Orissa under the Madras Government. Their services were transferred to Bengal in 1897 along with the administration of the Orissa Salt Department. Mr. Parish was subsequently promoted to the post of Superintendent. Mr. J. C. Platts was first appointed as Inspector of Salt in 1898. In 1906 he was promoted to the post of Superintendent of Salt Revenue.

2. The Rates of Pay and Allowances in force in 1890, 1900, and at the present time, and whether the present Rates of Pay and Allowances are satisfactory.—In 1890 there was no Salt Department in existence :—

1900.		1913.		Remarks.
No.	Pay.	No.	Pay.	
ASSISTANT COMMISSIONER OF SALT REVENUE.				
1	Rs. 600 to 1,000	1	Rs. 600 to 1,000	Transferred from the Madras Salt Department.

1900.		1913.		Remarks.
No.	Pay.	No.	Pay.	
SUPERINTENDENT OF SALT REVENUE.				
--	Rs. —	1	Rs. 500	Transferred from the Madras Salt Department.
—	—	1	300	Recruited in Bengal.

It is difficult to criticise the present rates of pay and allowances. The main difficulty is that the Department is so small that there is not sufficient scope for promotion. It can hardly be said that the pay is too low for the work actually performed. Under the scheme for the reorganisation of the Excise and Salt Departments, it has been proposed to constitute a separate close service for the amalgamated Excise and Salt Departments.

3. The Number of Posts in each Grade and the Provision, if any, made in the Cadre for Leave and Training.—There is only one post in each grade, and there is no provision for leave and training.

4. What Appointments outside the authorised Cadre are held temporarily or otherwise by Officers of the various Services?—Nil.

5. Whether any addition is required to the present Cadre.—A scheme for the amalgamation and reorganisation of the Excise and Salt Departments has been submitted to the Government of India.

## APPENDIX IV.

MEMORANDUM prepared by the GOVERNMENT of BENGAL relating to the EXCISE DEPARTMENT.

1. Present Regulations as to Recruitment, Training, and Probation, and whether these Regulations are satisfactory.—There are at present no regulations as to the recruitment, training and pro-

bation of officers on the superior establishment of the Excise Department. The Excise Commissioner is a member of the Indian Civil Service, selected from the cadre of Magistrates and Collectors. With the ex-



## APPENDIX IV. (continued).

ception of the Assistant Commissioner of Excise, who was appointed by the Secretary of State, all the other officers whose sole or primary work is Excise are members of the Provincial or Subordinate Civil Services, who are deputed to Excise, but are liable to revert and to be employed on other duties. The present arrangements are not satisfactory. In most districts the immediate control of Excise is in the hands of members of the Provincial Service, who have many revenue and judicial duties other than Excise duties to perform, which largely occupy their time. Even in districts in which there are special Deputy Collectors these officers have not been continually in the Excise Department, and there are no special arrangements for training them. Under the scheme for the amalgamation and reorganisation of the Excise and Salt Departments, it has been proposed to constitute a separate close service for the amalgamated Excise and Salt Department. The details regarding recruitment, training and probation have not as yet been fully worked out, pending sanction to the scheme; but it has been proposed that there should be one probationer who will receive a training in distillery work from the

Assistant Commissioner of Excise, and will be required before confirmation to pass an examination in technical matters as well as in the Acts and Rules.

2. Rates of Pay and Allowances in force in 1890, 1900, and at the present time, and whether the present Rates of Pay and Allowances are satisfactory.—As noted above, with the exception of the Assistant Commissioner of Excise, all the officers whose sole or primary work is Excise are members of the Indian Civil Service or of the Provincial or Subordinate Civil Service. They draw their ordinary grade pay according to their position in those services together, in most cases, with a local or special allowance. As desired, the rates of pay and allowances actually drawn in 1890, 1900, and on 1st October 1913 are given below, but, with the exception of the Assistant Commissioner of Excise, the rates of pay are solely dependent on the position which the officers occupy in their respective services, and it is only the allowances which cause any variation between the total salary which they would draw in the Excise Department and that which they would draw if employed in the general line.

1890.			1900.			1913.			Remarks.
No.	Pay.	Allow- ance.	No.	Pay.	Allow- ance.	No.	Pay.	Allow- ance.	
COMMISSIONER OF EXCISE AND SALT.									
	Rs. 2,500- 8,000	Nil	1	Rs. 2,250	Rs. 500 P. A.	1	Rs. 2,250	Rs. 250 L. A.	Member of Indian Civil Service. In 1890 and 1900 was also in charge of present province of Bihar and Orissa.
ASSISTANT COMMISSIONER OF EXCISE.									
	Nil	—		Nil	—	1	650-50- 1,300	75 L. A.	Also Assistant Commissioner for Bihar and Orissa and Assam.
INSPECTOR OF EXCISE.									
	Nil	—	2	400	60 L. A.	1	400	60 L. A.	Member of Provincial Civil Service. In 1900 the two Inspectors were also employed in the present province of Bihar and Orissa.
PERSONAL ASSISTANT TO EXCISE COMMISSIONER.									
1	500	Nil	1	600	Nil	1	400	50 S. A.	Member of Provincial Civil Service.
SPECIAL EXCISE DEPUTY COLLECTORS AND SUPERINTENDENTS OF EXCISE.									
3	400	Nil	1	300	Nil	2	500	50 S. A.	Members of Provincial Civil Service.
2	300	Nil	4	250	Nil	2	400	50 S. A.	Ditto.
2	250	Nil	1	200	Nil	1	300	50 S. A.	Ditto.
						2	300	Nil	Ditto.
						2	175	50 S. A.	Members of Subordinate Civil Service.
ASSISTANT INSPECTOR OF DISTILLERIES.									
	—	Nil	—	—	Nil	1	250	50 S. A.	Ditto.
SUPERVISOR OF GANJA CULTIVATION.									
	—	Nil	—	—	Nil	1	175	Nil	Ditto.

Under the reorganisation scheme it has been proposed that there shall be for the combined Excise and Salt Department—

(a) A Commissioner of Excise and Salt who will as now be a Magistrate and Collector with a local allowance of Rs. 250.

(b) Three Deputy Commissioners on incremental pay of Rs. 850-50-1,000. (The present Assistant Commissioner of Excise will absorb one of these posts on his pay of Rs. 650-50-1,300, which is personal to himself.)

(c) Twenty-six Superintendents. Of these, two officers will draw Rs. 700 and three Rs. 600. Promotion to these grades will be dependent on merit, ability, and activity. The remaining 21 Superintendents will draw their pay under a time-scale, under which they will begin on Rs. 250, rising by annual increments of Rs. 15 to Rs. 400 in the eleventh year and thereafter

by annual increments of Rs. 25 to Rs. 500 in the fifteenth year.

(d) One probationer on Rs. 150.

3. Number of Posts in each Grade, and the provision, if any, made in the Cadre for leave and training.—As noted above, there is at present no graded service and no provision for training. Leave vacancies are filled by the appointment of officers from the Indian Civil Service, the Provincial Civil Service or the Subordinate Civil Service, according to the post to be filled. Under the reorganisation scheme, excluding the Commissioner of Excise and Salt, the total number of officers required at one time will be 28 (three Deputy Commissioners and 25 Superintendents). It is estimated that four officers will be required to form the leave reserve. It has been proposed that one of this reserve of officers should be included in the superior staff, and that the balance should be provided

## APPENDIX IV. (continued).

for by three additional appointments in the cadre of Inspectors. As regards training, provision has been made for the entertainment of one probationer.

4. What appointments outside the Authorised Cadre are held temporarily or otherwise by Officers of the various Services.—There is at present no authorised cadre. With the exception of the Assistant

Commissioner of Excise, all officers of the Excise Department belong to other services

5. Whether any addition is required to the present Cadre.—Yes. The proposals regarding the constitution of the proposed Excise Service have been outlined above.

## APPENDIX V.

## MEMORANDUM prepared by the GOVERNMENT of BURMA relating to the EXCISE (including SALT) DEPARTMENT.

1. The present regulations as to recruitment, training, and probation, and whether these regulations are satisfactory.—The method of recruitment and the system of training of Superintendents and Assistant Superintendents of the Excise Department are as follows:—

## METHOD OF RECRUITMENT AND SYSTEM OF TRAINING.

(a) *Superior Staff (Excise Commissioner, Chief Superintendent of Excise, Superintendents, and Assistant Superintendents).*

The Excise Commissioner is recruited from the Burma Commission. When the post of Chief Superintendent of Excise was created, it was laid down that he should be drawn from the ranks of District Superintendent of Police in the Imperial Police. When the Local Government's final proposals for the reorganisation of the Department were submitted, however, in 1911 it was proposed to throw open the post to the Excise Department, an appointment being added to the cadre to provide for this, the existing arrangements to continue whenever the post was held by a Police Officer, and this proposal was included in the general sanction conveyed in the Secretary of State's Despatch No. 1 (Revenue) of 5th January 1912.

Recruitment to the rank of Superintendent of Excise for long remained a difficult matter owing to the temporary basis on which the Department stood. Appointments were made from among the junior officers of the Police Department and, to a lesser extent, from the Provincial and the Subordinate Civil Service and other Departments of Government. When the Department was made permanent it became necessary for it to provide for its own recruitments, and accordingly in an undated note of 1907 the Excise Commissioner proposed the creation of a new class of officers as Assistant Superintendents of Excise, to be recruited by direct appointment from young men with suitable qualifications for subsequent promotion to the rank of Superintendent, their number being fixed so as to admit of a proportion of the Superintendentships being filled by officers of the Inspector class also. No definite rules have yet issued laying down the educational qualifications required of candidates for direct appointment as Assistant Superintendents of Excise. This proposal was acted upon at the final reorganisation in 1912, when five posts of Assistant Superintendents of Excise were created. These officers, upon appointment, spend their first year for training in a District headquarters under a Superintendent of Excise, and thereafter are posted to do the work of an Inspector until their turn comes for promotion to the rank of Superintendent. All superior appointments are made by the Local Government.

(b) *Subordinate Staff (Inspectors, Resident Excise Officers, Sub-Inspectors, and Clerks).*

Inspectors are appointed by the Excise Commissioner, but the first permanent appointment of an Inspector requires the previous sanction of the Financial Commissioner. They are recruited mainly from the ranks of Sub-Inspectors of Excise, Resident

Excise Officers, officials in other Government Departments, and clerks. A few direct appointments have been made. Resident Excise Officers are recruited almost entirely from Burman clerks selected from lists maintained by the Commissioner of the Division. They receive no training, but pass through a period of probation until they have passed the prescribed departmental examinations and have shown their suitability for the work. In general, it may be said that no definite rules have yet been laid down defining the educational qualifications of Inspectors and Sub-Inspectors, but a system of training, the last named under a specially deputed Excise Inspector at the Police Training School at Mandalay, has been tried during the last four years.

*Employment of non-Europeans.*—Under the 1912 scheme Superintendents and Assistant Superintendents of Excise are ordinarily persons of European and mixed descent born and domiciled in India; although in making its final recommendations to this effect the Local Government expressed some concern that officers whose duties in Burma were practically those of superior Police Officers were not to be recruited on the principles enunciated by the Police Commission. There is no rule limiting the employment of non-Europeans in any branch of the Department, and the main difficulty has been to induce natives of the province to take up a class of work which their religious beliefs dispose them to regard with disfavour. This difficulty was set out by the Financial Commissioner in paragraph 5 of his letter No. 490—4 E.—1 of 13th September 1910 to the Local Government, which formed an enclosure to Separate Revenue Department letter No. 208—3 O.—10 of 13th February 1911. Thus, of several Burmans appointed from the Subordinate Civil Service to be Superintendents of Excise, only one has elected to remain permanently in the Department, and he is a half Chinaman. In the Inspector class the number of Burman recruits is more numerous, but they are still in a considerable minority; Burmans, however, form the majority of Resident Excise Officers.

When the proposals for the reorganisation of the Department were first submitted, it was contemplated to fill the posts of Superintendents and Assistant Superintendents, for whom slightly higher rates of pay than have now been sanctioned were proposed, by recruitment from Europe, the men to be of the same class as men now recruited for the Police, the idea being that men who had failed for the Police would be glad to take up appointments in the Excise Department. To this, however, objection was taken on the grounds, firstly, that a European trained staff was unnecessary; and, secondly, that the pay offered was not sufficient to attract men of this class. In view of these orders, and in view of the disinclination of educated natives of the province to join the Department in the superior trades, the recruitment for the posts of Superintendents and Assistant Superintendents has had almost exclusively to be confined to the only available source, viz., the domiciled European and Eurasian community of the province. Having regard to the nature and scope of the duties to be performed by a Superintendent of Excise in Burma, which are almost similar to the duties performed by a District

## APPENDIX V. (continued).

Superintendent of Police, and call for much judgment, tact, resource, and initiative, recruitment, so long as it is confined to other than a European trained source, must be unsatisfactory.

The men who now offer themselves and are appointed to the superior grades cannot be said to have the qualifications required for the performance of the responsible duties entailed upon a Superintendent of Excise in Burma. The Department undoubtedly needs a stiffening of trained European officers in its superior grades. To this extent, therefore, the present method of recruitment for the superior grades of the Excise Department is unsatisfactory. The Department has been on a permanent footing for a little over a year, and the system of training has not yet been finally settled. No special training is given to Superintendents who are promoted from Inspectorships. As regards Assistant Superintendents, it was contemplated that they should receive their first training for about a year or so at Rangoon, where there are two Superintendents and a large staff with ample opportunity for learning practical work; for acquiring knowledge of law in the courts and by study; for learning office routine and for learning Burmese from competent teachers. After a year or two at Rangoon, it was contemplated that the Assistant Superintendent should be posted to Mandalay for a few months to learn distillery work and Upper Burma conditions. Whether or not the training is likely to prove successful, it is too early to say. It is hoped to provide, later on, a better system of training by attaching Assistant Superintendents to the Police Training School for a course together with the Assistant Superintendents of the Imperial Police Department.

2. The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the present rates of pay and allowances are satisfactory.—A statement showing the rates of pay obtaining during the three years mentioned above is attached.

For the class of officers and men who now enter the Department, the present rates of pay, which approximate to the rates of pay in the other provincial services, are satisfactory. If it is decided to adopt a time-scale of pay for other departments, a time-scale of Rs. 300-25-500 would be suitable for the Excise Department.

3. The number of posts in each grade, and the provision, if any, made in the cadre for leave and training.—The number of appointments in each grade is given in the table below:—

No.	Designation.	Pay.
	COMBINED EXCISE, SALT AND DISTILLERY AND WAREHOUSE ESTABLISHMENT.	Rupees.
	(a) <i>Superior Staff.</i>	
1	Chief Superintendent of Excise.	1,000-50-
1	Superintendent - -	1,250.
2	Superintendents - -	800
3	Superintendents - -	700 each.
5	Superintendents - -	600 "
9	Superintendents - -	500 "
9	Superintendents - -	400 "
—	Superintendents - -	300 "
5	Two local allowances -	100 "
	Assistant Superintendents*	250 "

\* The Assistant Superintendents draw Rs. 200 only while under training.

No.	Designation.	Pay.
	(b) <i>Subordinate Staff.</i>	
10	Inspectors - - -	250 each.
10	Inspectors - - -	235 "
12	Inspectors - - -	200 "
15	Inspectors - - -	175 "
20	Inspectors - - -	150 "
7	Resident Excise Officers -	250 "
10	Resident Excise Officers -	225 "
20	Resident Excise Officers -	200 "
20	Resident Excise Officers -	175 "
20	Resident Excise Officers -	150 "
25	Resident Excise Officers -	125 "
28	Resident Excise Officers -	100 "
238	Sub-Inspectors - - -	30, 40, 50, 60, 70, and 80.
37	Clerks - - -	30, 40, 50, and 60.

N.B.—The strength of the establishment employed in connection with—

(a) Salt is 1 Inspector on Rs. 175 and 7 on Rs. 150, and 23 Sub-Inspectors.

(b) Distilleries and Spirit Warehouses is 3 Inspectors (Rs. 250, Rs. 200, Rs. 175), 1 Resident Excise Officer on Rs. 125 and 3 on Rs. 100.

In the proposals originally submitted for the re-organisation of the Department, a number of appointments was provided in the cadre for leave and training, but in the reduced scheme sanctioned in 1912, which, under orders was confined within a certain financial limit, it was not found possible to make any provision for leave and training. There is, therefore, no provision in the cadre for leave or training.

4. What appointments outside the authorised cadre are held, temporarily or otherwise, by officers of the various services.—None.

5. Whether any addition is required to the present cadre.—The present cadre represents a compromise, and could be increased with advantage to the scale contemplated in the original proposals. The cost, however, of the present establishment is very heavy, and no immediate increase is contemplated, unless it be required to meet an expansion of the Contract Distillery system.

Statement showing the Rates of Pay and Allowances in force in the Excise Department (including Salt) in 1890, 1900, and 1913.

Appointment.	Rates of Pay and Allowances.
	Rs.
1890.	
Superintendents - - -	250 and 190
1900.	
Superintendents - - -	250 200 175 + P.A. 25 150
1913.	
Chief Superintendent - - -	1,000-50-1,250
Superintendents - - -	800 700 600 500 400 300
	Two local allow- ances of Rs. 100 each.
Assistant Superintendents - -	Rs. 250, but when under training Rs. 200.

## APPENDIX VI.

MEMORANDA prepared by the GOVERNMENT of BIHAR and ORISSA relating to the EXCISE and SALT DEPARTMENTS.

## A.—EXCISE DEPARTMENT.

1. The present regulations as to recruitment, training, and probation, and whether these regulations are satisfactory.—The only gazetted officers connected with the Excise Department in this province are—

- (i) The Commissioner of Excise.
- (ii) Collectors of districts.
- (iii) Excise Deputy Collectors.
- (iv) Inspector of Excise.

The Commissioner of Excise is a member of the Indian (or Statutory) Civil Service, and is graded with Magistrate-Collectors. The appointment is always made by selection from among District Officers. There is no regular system of training and probation, as it is recognised that the necessary experience is acquired during employment as District Officer.

Collectors are in charge of the Excise administration of their districts as part of their ordinary duties.

Excise Deputy Collectors and the Inspector of Excise are members of the Provincial Civil Service. In the more important districts (from the Excise point of view) the Excise Deputy Collectors are employed almost exclusively on Excise, the only other additional department that they generally hold charge of being Income-tax. In the less important districts, Deputy Magistrate-Collectors are placed in charge of Excise in addition to duties in other departments. The Inspector of Excise is employed exclusively on Excise inspection work.

Special Excise Deputy Collectors are generally selected from among Deputy Collectors who have done specially good Excise work in addition to other duties in districts of the second class referred to above. The Inspector of Excise is generally selected from among the special Excise Deputy Collectors.

2. The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the present rates of pay and allowances are satisfactory.—The Commissioner of Excise draws pay as a Magistrate and Collector, and a local allowance of Rs. 250 a month. Special Excise Deputy Collectors drew grade pay as Deputy Magistrate-Collectors, and, after they have rendered three years' good service in the Excise Department are granted local allowance of Rs. 50 a month. The Inspector of Excise, in addition to his grade pay as Deputy Magistrate-Collector, draws a local allowance of Rs. 60 a month. Collectors and Excise Deputy Collectors who do Excise work in addition to other duties receive grade pay only.

In 1900, the Commissioner of Excise was drawing a personal allowance of Rs. 500. Excise Deputy Collectors, both special and of the general line, used to draw only grade pay. The Inspector of Excise, in addition to his grade pay, drew a local allowance of Rs. 60 a month as at present.

In 1890, the Commissioner of Excise used to draw a special rate of pay, sanctioned for three years, for the post of Excise Commissioner, viz., Rs. 2,500, rising to Rs. 3,000. Collectors, Excise Deputy Collectors, as well as the Inspector of Excise, used to get only grade pay.

3. The number of posts in each grade and the provision, if any, made in the cadre for leave and

training.—As indicated above, there is no separate cadre for the Excise Department, and there are no fixed numbers of posts in the different grades of Magistrate-Collectors or of Deputy Magistrate-Collectors reserved for employment on Excise work.

4. What appointments outside the authorised cadre are held temporarily or otherwise by officers of the various services.—Requires no answer.

5. Whether any addition is required to the present cadre.—Requires no answer.

A scheme for the reorganisation of the Excise Department involving a separate cadre of Superintendents of Excise is about to be submitted to the Secretary of State, whose orders thereon are expected at an early date.

## B.—SALT DEPARTMENT.

1. The present regulations as to recruitment, training, and probation, and whether these regulations are satisfactory.—The Commissioner of Excise, who is a member of the Indian Civil Service (or the Statutory Civil Service) is also Commissioner of Salt. Collectors of the saliferous districts of Cuttack, Puri, and Balasore are *ex-officio* Assistant Commissioners of Salt Revenue. The only other superior officer is one Superintendent of Salt.

Superintendents may be appointed either by promotion from the rank of Inspector or by direct recruitment. The appointment rests with the Board of Revenue.

2. The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the present rates of pay and allowances are satisfactory.—The Superintendent of Salt draws a pay of Rs. 400 a month. In 1900, there were four posts of Superintendents sanctioned. The rates of pay were Rs. 500, 300, 250, and 200 respectively.

In 1890, the administration of the Salt Department in the Orissa districts was under the control of the Madras Government. Information regarding the rates of pay in force at that time is not available.

The present rate of pay is not considered satisfactory. But this will be remedied when the scheme referred to in paragraph 5 below has been sanctioned and given effect to.

3. The number of posts in each grade and the provision, if any, made in the cadre for leave and training.—There is only one gazetted officer, the Superintendent of Salt. His pay is Rs. 400 a month.

4. What appointments outside the authorised cadre are held, temporarily or otherwise, by officers of the various services.—As stated in paragraph 1, members of the Indian Civil Service (or Statutory Civil Service) or members of the Provincial Service employed as Magistrate-Collector in any of the three districts—Cuttack, Balasore, or Puri, are Commissioner and Assistant Commissioner of Salt.

5. Whether any addition is required to the present cadre.—A scheme for the amalgamation of the Bihar and Orissa Salt Department with the Excise Department and with such portion of the establishment of the Northern India Salt Revenue Department as is employed within Bihar and Orissa is about to be submitted to the Secretary of State.

## APPENDIX VII.

MEMORANDUM prepared by the ASSAM ADMINISTRATION relating to the EXCISE DEPARTMENT in ASSAM.

The existing Excise staff consists of 8 Superintendents in charge of district Excise work, 16 Sub-Inspectors, a Superintendent and a Deputy Superintendent of the Distillery, and 10 Supervisors of Warehouses.

This province also shares the services of an Assistant Commissioner of Excise (or Distillery Expert) on Rs. 800–50–1,300 with the provinces of Bengal and Behar and Orissa, and of an Assistant Inspector of

## APPENDIX VII. (continued).

Distilleries (a member of the Subordinate Executive Service of Bengal) with the Bengal Government. Proposals for reorganisation of the Provincial Excise Services are now under the consideration of the Local Administration.

1. The present regulations as to recruitment, training, and probation, and whether these regulations are satisfactory.—The District and Distillery Superintendents are members of the Provincial and Subordinate Executive Services deputed to work in the Excise Department. Sub-Inspectors and Supervisors of the Excise Warehouses are appointed by the Excise Commissioner from a list of registered candidates recommended by District Officers. All officers are given training in distillery and warehouse work at the Jorhat Distillery, and the Superintendent of the distillery received special training at Madras. Superintendents are responsible for the training of their Sub-Inspectors in preventive work and are themselves usually placed for training under a senior officer of the Department. Sub-Inspectors are appointed on one years' probation.

Under the proposals for reorganisation, the Superintendents (district and distillery) will form a separate Excise Service, and there will be a Subordinate Service, including Inspectors (corresponding to the present Sub-Inspectors), the Deputy Superintendent of the Distillery and Supervisors. Regulations for training and probation have not yet been completed, but it is proposed that Inspectors should in addition to a course of technical instruction at the Jorhat Distillery receive a training at the Police Sub-Inspectors' School.

2. The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the present rates of pay and allowances are satisfactory.—There was no special Excise Staff in Assam in 1890 or 1900. Superintendents at present receive a monthly allowance of Rs. 75 if they belong to the Provincial, and Rs. 50 if to the Subordinate Executive Service, in addition to the pay of their grade. Sub-

Inspectors are divided into two grades on Rs. 75 and Rs. 50 a month. The Deputy Superintendent of the Distillery is on Rs. 125-5-150, whilst the pay of the Supervisors ranges from Rs. 50 to Rs. 90. The proposals for reorganisation contemplate time-scales of pay, with two promotion bars for each Service. In the Superior Service the rate proposed is from Rs. 200 to Rs. 600, and in the Subordinate Service it is Rs. 50 to Rs. 200. Present rates of pay of Sub-Inspectors and Supervisors do not offer sufficiently attractive prospects.

3. The number of posts in each grade and the provision, if any, made in the cadre for leave and training.—Superintendents under present arrangements retain their grade position in their own Service. Sub-Inspectors are divided equally into the two grades on Rs. 75 and Rs. 50. Supervisors are not regularly graded; there is one post on Rs. 90, four on Rs. 75, and five on Rs. 50. The proposed services, as explained above, will be on the time-scale system, with two promotion bars. One probationary supervisor is at present attached to the distillery, and is available for leave vacancies. The reorganisation scheme provides for a reserve of 12 per cent. of the total number of officers in the Superior and Subordinate Services. The reserve officers will be attached as probationers to the Subordinate Service, leave and casual vacancies in the posts of Superintendents being occupied by temporary promotion from the Subordinate Service.

4. What appointments outside the authorised cadre are held, temporarily or otherwise, by officers of the various services.—None.

5. Whether any addition is required to the present cadre.—The organisation scheme provides for an increase of the Subordinate preventive staff from 16 to 22, several districts at present being understaffed. An increase of the cadre is also required for casual vacancies, and, as has been explained above, is provided for by the proposals now under consideration. No other increase of staff is at present called for.

## APPENDIX VIII.

MEMORANDUM prepared by the GOVERNMENT of MADRAS relating to the SALT and ABKARI DEPARTMENT, MADRAS.

1. The present Regulations as to Recruitment, Training, and Probation, and whether these Regulations are satisfactory.

The present regulations as to recruitment are embodied in Annexures A. and B. and Statements I. and II. *infra*.

Information regarding the training of probationary Inspectors, is contained in the following paragraphs.

Inspectors.—At the time of the last Public Services Commission the cadre of Inspectors of the Salt and Abkari Department consisted of—

	Per Mensem.
	Rs.
8 Inspectors, first grade - - -	400
12 " second " - - -	350
15 " third " - - -	300
21 " fourth " - - -	250

The above scale had been fixed in 1882, when the reorganisation of the Salt Department took place. Owing to the additional work thrown on these officers since 1886 by the transfer to the Department of the administration of the revenues derived from alkali, opium, hemp drugs and customs, new circles have been created from time to time, and the number of Inspectors has been consequently increased; but the pay of the several grades of Inspectors has remained the same. In 1905 the sanction of the Government of India was sought to the creation of a new grade of Inspectors on Rs. 500 per mensem with the object of providing better prospects for those senior officers who, though of thoroughly deserving service, are not considered to possess the qualities needed to make a good and efficient Assistant Commissioner. The Government of India, in reply, regretted that they were unable to agree to the proposal to create a new grade, and suggested that the improvement of the

prospects of Inspectors might be secured by the revision of the number of appointments in the several grades. This suggestion was accepted by this Government, and accordingly the Secretary of State's sanction was obtained in 1906 to the following revision of the Inspectors' cadre:—

	Rs.
18 Inspectors, first grade - - -	400
20 " second " - - -	350
22 " third " - - -	300
21 " fourth " - - -	250

The cadre at present (1st July 1913) stands as follows:—

	Rs.
19 Inspectors, first grade - - -	400
21 " second " - - -	350
23 " third " - - -	300
22 " fourth " - - -	250

The above cadre includes five Inspectors in charge of the five Customs circles; two Inspectors in charge of the two Distillery circles; one Excise Inspector for Railways, whose appointment was sanctioned in 1907 in connection with the prevention and detection of opium and ganja smuggling; one Inspector for the Tondiarpet storehouse; and one Inspector to hold the post of First Assistant to the Board of Revenue, Separate Revenue.

Probationary Inspectors.—For some time past the attention of the Government has been drawn to the necessity of recruiting a better class of officers with good education, social standing and physique likely to make suitable Assistant Commissioners at a much earlier stage of their service. The Government of India were accordingly addressed in 1905 for the creation of three probationerships in the Department

## APPENDIX VIII. (continued).

on Rs. 200 per mensem to enable the Government to recruit young Englishmen of superior education and physique likely to make suitable Assistant Commissioners while still young. It was then explained to the Government of India that these recruits would, without being placed in charge of particular posts, as had hitherto been done, be given suitable and diversified training and testing in the work of the Department. The Government of India did not view this proposal with favour, and the matter was then dropped. In 1909 the question again came up before the consideration of this Government, and the Government of India were accordingly addressed in the matter. It was explained to the Government of India on this occasion that, after giving due consideration to the claims of the existing Inspectors of the Department, two-thirds of the vacancies in the Assistant Commissioners' class should be filled from a specially recruited class of men, that of these special recruits one-half should be Statutory Natives obtained locally and the other half Europeans selected in England by the Secretary of State; that one European and one Native candidate should be recruited every year alternately; that the recruits should serve for three years as Probationers receiving general training in the duties of the Department; that on confirmation the European recruit should be appointed as Inspector on Rs. 300 and the Statutory Native recruit as Assistant Inspector on Rs. 175, and that after five years' service after confirmation they should be eligible for promotion as Assistant Commissioners.

The Government of India, while objecting to the suggestion that special recruits should be obtained from England on the ground that such a step would be retrograde and undesirable, stated that they should, as hitherto, be obtained by local recruitment, preferably by selection of men who are Statutory Natives of India and, if necessary, by enlisting a few Europeans. They also added that with recruitment carried on entirely in India there would no longer be any reason to discriminate as regards rates of pay for these special probationers.

Accordingly the sanction of the Government of India was obtained in July 1910 for the creation of four appointments of Probationary Inspectors—two on 150 per mensem and two on Rs. 200 per mensem. Rules for the recruitment of these probationers were accordingly framed in the same year and a notice inviting applications for one post of Probationer was published in September of the same year. One Probationer—a Muhammadan—was appointed early in 1911; his services were dispensed with from 1st September 1913. A similar notice inviting applications from candidates for appointment as Probationary Inspectors was published in 1911, but as the applicants were not found to possess the special qualifications necessary to fit them eventually for the post of Assistant and Deputy Commissionerships, no appointment was made that year. In the beginning of this year another Probationer—a young European—was appointed locally. The rules for the recruitment of Probationary Inspectors in the Salt and Abkari Department framed by this Government are printed as Annexure B.

In the case of officers appointed as Sub-Inspectors or Assistant Inspectors, no separate period of training or probation is prescribed. On appointment they are posted to salt factories or preventive ranges to learn their work under the guidance of the officer in charge of the circle.

2. The Rates of Pay and Allowances in force in 1890, 1900, and at the present time, and whether the present Rates of Pay and Allowances are satisfactory.

3. The Number of Posts in each Grade, and the Provisions, if any, made in the Cadre for Leave and Training.

Three statements, Nos. III, IV., and V., showing the rates of pay and allowances and the number of posts in each grade in force in 1890, 1900 and 1913 are appended.

No provision is made in the cadre for leave and training.

4. What Appointments outside the authorised Cadre are held temporarily or otherwise by Officers of the various Services.

The following appointments which are outside the authorised cadre of the department are now held temporarily by the officers of the department:—

- (1) Supervisor, Messrs. Spencer and Company's Cigar Factory, Dindigul.
- (2) Superintendent of Excise, Cochin State.
- (3) Special Magistrate, Peermaad, and Assistant Superintendent, Travancore State.
- (4) Excise Adviser to the Ceylon Government.
- (5) Officer in charge of the Anti-Malarial operations under the District Board, Chingleput.

The above list excludes the appointment of the Superintendent of Excise, Bangalore, who is included in the cadre of Assistant Commissioners. The services of officers of the Department are sometimes placed at the disposal of collectors of Districts for employment on Plague duty.

5. Whether any addition is required to the present Cadre.

No addition is required at present to the existing cadre of the Department.

## ANNEXURE A.

*Rules for the Recruitment of the Salt and Abkari Department.*

The Commissioner, the Secretary to the Commissioner, Deputy and Assistant Commissioners, and Inspectors shall be appointed by Government. Ordinarily the Commissioner, the Secretary to the Commissioner, and one of the Deputy Commissioners shall belong to the Civil Service of India.

2. Assistant Inspectors and Clerks drawing Rs. 100 a month and upwards [except in the case of Head Clerks of Deputy Commissioners' offices, who are appointed by the Deputy Commissioners] shall be appointed by the Commissioner either by promotion from the subordinate grades or by nomination.

3. No person shall be appointed by nomination who is more than 25 years of age, who has not passed the First in Arts examination of the Madras University, or an equal or higher examination at some other Indian or European University, or the Government Upper Secondary examination, or who is unable to produce evidence of good character or who does not come up to the standard height and chest measurement of 5 feet 6 inches and 34 inches respectively, or who has failed to pass a special medical examination distinct from, and more stringent than, that required for ordinary branches of the Public Service.

4. No person shall be appointed to an appointment of the class referred to in rule 2 on promotion unless he has passed the general educational test prescribed for the Public Service by Government, or has been exempted therefrom on account of having passed other tests which may be deemed equivalent; and any such person may, at the discretion of the Commissioner, be required, as a condition of appointment, to pass a special medical examination similar to that referred to in rule 3.

5. Persons appointed by nomination to the appointments referred to in rule 2 may be men who have either served in some other department or are new to Government service. In either case they must possess, in addition to the qualification required by rule 3, a sufficient knowledge of a vernacular language of the Presidency, and also satisfy the Commissioner that they can ride fairly well and, if they are Europeans, that they have resided three years in India.

6. Subject to the above rules and to any general rules which the Government may lay down for admission to the Public Service, subjects of His Majesty of any race or creed may be appointed to that Department.

## ANNEXURE B.

*Rules relating to the Appointment of Probationary Inspectors.*

The appointment of Probationary Inspector of the Salt and Abkari Department will be made by His

## APPENDIX VIII. (continued).

Excellency the Governor on the recommendation of the Commissioner of the Salt, Abkari and Separate Revenue Department who will call for and receive applications in the prescribed form from time to time when it is proposed to make an appointment.

Forms of application can be obtained from the Secretary to the Commissioner. Applications must be accompanied by—

- (i) A certificate or other satisfactory evidence of the date of birth;
- (ii) Certificate of character and conduct signed by the principal of the educational institution in which the applicant last studied for not less than one year, or by some responsible officer of the Government;
- (iii) A certificate by a medical officer of Government or qualified medical practitioner regarding the applicant's general health.

2. Applicants must be graduates of a recognised university, over 21 and under 24 years of age. They must be prepared to appear in Madras at their own expense before the Commissioner of Salt, Abkari and Separate Revenue, Madras, on such days as may be appointed by him. The candidate who is finally selected by Government will be required to undergo a medical examination by a medical board at Madras with a view to test his state of health, physique, and capacity for active outdoor work.

3. The Probationary Inspector's period of probation will be not less than three years, and during this period he will be required to pass the prescribed departmental examinations and will be employed as the Commissioner of Salt, Abkari and Separate Revenue may deem fit. During probation the pay of the Probationary Inspector will be Rs. 150 per mensem for the first two years and Rs. 200 per mensem thereafter.

4. If at the end of the three years' probation, or such further period of probation as the Government may deem necessary, the Probationary Inspector is reported on favourably, and if he has passed the necessary departmental examinations, he will be appointed a permanent inspector on the occurrence of a vacancy, and will thenceforth be promoted in the ordinary course according to merit and seniority.

5. It will be open to the local government at any time to terminate the probationer's probation, and to dispense with his services.

*STATEMENT No. I.**Educational and other Qualifications on 1st April 1886.*

First admission to the Department was made under the regulations which applied to the uncovenanted service generally. They were as follows:—

Except under special orders of Government—

- (1) No person could be appointed who was over the age of 25 years; and
- (2) No person could be appointed unless he had passed the Uncovenanted Civil Service General Test Examination (an examination superseded by the Middle School Examination) or the Middle School Examination or the Matriculation Examination of one of the Indian Universities (with the handwriting portion of the Middle School examination in the case of Matriculates of the Madras University) or some superior university examination such as the First-in-Arts or the degree (B.A.) examination.

All officers, from inspectors downwards, were required to pass certain tests which had been prescribed by Government, but that requirement had not been enforced with stringency, because at the outset it was necessary to allow time for qualifying. Some officers had been exempted owing to their age or to their having already passed similar tests in other departments.

*Educational and other Qualifications on 1st April 1912.*

No one can, except under special orders of Government, be appointed unless he has obtained a completed Secondary School Certificate or passed some superior examination or examination recognised as equivalent to the Secondary School-leaving Certificate Examination.

In addition, departmental examinations are also prescribed which must be passed by all officers from Inspectors downwards before promotion to the rank requiring such tests. But if they are specially promoted or appointed in advance of their having passed the tests, they are given two years' time to complete the tests. No tests have been prescribed for Deputy Commissioners and Assistant Commissioners.

The special rules relating to recruitment (*vide* Annexures A and B) are also in force.

*STATEMENT No. II.**The Method of Recruitment in the various Grades on the 1st April 1886.*

Deputy and Assistant Commissioners and Inspectors were gazetted officers, and were appointed and promoted by Government on the recommendation of the Commissioner. Assistant Inspectors and Sub-Inspectors, except those of the fifth or lowest grade, were appointed and promoted by the Commissioner. Appointments to the lowest grade of Sub-Inspectors were made by Deputy Commissioners.

The principle in regard to first appointments was to admit all classes freely and impartially, provided that the physique and educational qualifications of the applicants appeared to fit them for employment in the department. It was the policy to appoint to the grades of Deputy and Assistant Commissioners only European gentlemen educated in Europe; there was one Indian Assistant Commissioner who had been in the department since its first organisation; he was one of the superior officers taken over when the department was originally formed, and his case was altogether exceptional. It was essential that officers of the above grades should be men who had received the best possible education, of active habits, and fitted by their training to govern a large number of subordinates and enforce discipline; these qualities were rare amongst those who had not received a European education. In order to recruit those grades there had always to be a certain proportion of those who were not statutory natives undergoing training for superior employment, the remainder being either domiciled Europeans, Eurasians, or Indians. There was a grade of Probationary Inspectors on Rs. 200, and the number of probationers was regulated by the number of probable vacancies in the superior grades.

*The Method of Recruitment in the various Grades on 1st April 1912.*

Deputy and Assistant Commissioners are appointed by Government, on the recommendation of the Commissioner. They are invariably selected by promotion from the grade next below. Inspectors are also appointed by Government on the recommendation of the Commissioner. As a rule, they are promoted from the ranks of Assistant Inspectors. An exception to this rule is the case of the Probationary Inspectors who are recruited direct under the rules already quoted.

Assistant Inspectors are appointed by the Commissioner direct, either by recruitment from outside or by promotion from the ranks of Sub-Inspectors or clerks already in service. Appointments of outsiders are limited to about two or three per annum, and the bulk of the appointments are made by promotion. Outsiders appointed to the grade of Assistant Inspector are kept on probation either as acting or *sub pro tem*. Assistant Inspectors until they are found fit for confirmation. No distinction of caste or creed is made. Applications are received from anyone who cares to send one in: if his educational and physical qualifications are satisfactory he is directed to call on the Commissioner, who, after seeing him, decides whether his application shall be registered or not. In making appointments, the most suitable men among the registered applicants are selected.

Sub-Inspectors are appointed by Deputy Commissioners from the ranks of outsiders or of clerks, or occasionally of petty officers already in service. They are almost invariably Indians, though a certain proportion of Eurasians and a few Europeans are also appointed.

## APPENDIX VIII. (continued).

## STATEMENT No. III.

Statement showing the Rates of Pay and Allowances in force, and the Number of Posts in each Grade, in the year 1890.

1	Commissioner on Rs. 3,750.
1	Secretary on Rs. 1,500-60-1,800.
3	Deputy Commissioners on Rs. 1,200-40-1,400.
2	Assistant Commissioners, First Grade, on Rs. 800.
2	" " Second Grade, on Rs. 700.
*3	" " Third Grade, on Rs. 600.
4	" " Fourth Grade, on Rs. 500.
8	Inspectors, First Grade, on Rs. 400.
12	" " Second Grade, on Rs. 350.
15	" " Third Grade, on Rs. 300.
20	" " Fourth Grade, on Rs. 250.
—	Inspectors, Probationary, on Rs. 200.
28	Assistant Inspectors, First Grade, on Rs. 175.
29	" " Second Grade, on Rs. 150.
29	" " Third Grade, on Rs. 125.
26	Sub-Inspectors, First Grade, on Rs. 70.
38	" " Second Grade, on Rs. 60.
58	" " Third Grade, on Rs. 50.
78	" " Fourth Grade, on Rs. 40.
112	" " Fifth Grade, on Rs. 30.
105	Clerks and Accountants, from Rs. 30 to Rs. 250.

## STATEMENT No. IV.

Statement showing the Rates of Pay and Allowances in force and the Number of Posts in each Grade, in the year 1900.

1	Commissioner on Rs. 3,000-Rs. 3,750.
1	Secretary on Rs. 1,500-60-1,800.
3	Deputy Commissioners on Rs. 1,200-40-1,400.
1	Abkari Deputy Commissioner on Rs. 800-25-1,000.
*2	Assistant Commissioners, First Grade, on Rs. 800.
†3	" " Second Grade, on Rs. 700.
3	" " Third Grade, on Rs. 600.
5	" " Fourth Grade, on Rs. 500.
11	Inspectors, First Grade, on Rs. 400.
17	" " Second Grade, on Rs. 350.

\* One of these is Assistant Secretary to the Commissioner of Salt, Abkari, and Separate Revenue.

† Excludes one Assistant Commissioner, on Rs. 700, sanctioned for the Sea Customs Office, Madras.

21	Inspectors, Third Grade, on Rs. 300.
30	" " Fourth Grade, on Rs. 250.
33	Assistant Inspectors, First Grade, on Rs. 175.
34	" " Second Grade, on Rs. 150.
34	" " Third Grade, on Rs. 125.
68	Sub-Inspectors, First Grade, on Rs. 70.
102*	" " Second Grade, on Rs. 60.
147	" " Third Grade, on Rs. 50.
196	" " Fourth Grade, on Rs. 40.
278	" " Fifth Grade, on Rs. 30.
140	Clerks and Accountants, from Rs. 30 to Rs. 250.

## STATEMENT No. V.

Statement showing the Rates of Pay and Allowances in force and the Number of Posts in each Grade in the year 1913.

1	Commissioner on Rs. 3,000 to Rs. 3,750.
1	Secretary on Rs. 1,500-60-1,800.
3	Deputy Commissioners on Rs. 1,200-40-1,400.
1	Abkari Deputy Commissioner on Rs. 1,000-50-1,300.
2	Assistant Commissioners, First Grade, on Rs. 1,000.
2	" " Second Grade, on Rs. 900.
*9	" " Third Grade, on Rs. 500-30-800.
†18	Inspectors, First Grade, on Rs. 400.
†20	" " Second Grade, on Rs. 350.
†22	" " Third Grade, on Rs. 300.
†20	" " Fourth Grade, on Rs. 250.
—	" " Probationary, on Rs. 150.
†30	Assistant Inspectors, First Grade, on Rs. 175.
†38	" " Second Grade, on Rs. 150.
†28	" " Third Grade, on Rs. 125.
	Assistant to Travelling Inspector of Machines, Rs. 70-5-100.
82	Sub-Inspectors, First Grade, on Rs. 70.
122	" " Second Grade, on Rs. 60.
282	" " Third Grade, on Rs. 50.
320	" " Fourth Grade, on Rs. 40.
‡173	Clerks and Accountants, from Rs. 30 to 250.

\* This includes one Assistant Commissioner who is Assistant Secretary to the Commissioner of Salt, Abkari, and Separate Revenue, and excludes one Assistant Commissioner employed as Superintendent of Excise, Bangalore.

† This excludes five Customs Inspectors.

‡ This excludes 12 Customs Assistant Inspectors.

§ This excludes nine Customs Clerks on Rs. 30.

## APPENDIX IX.

(Referred to in paragraph 78,151—Mr. Quin's Evidence.)

STATEMENTS showing the CADRE of the SALT and EXCISE DEPARTMENTS, BOMBAY, as it would be if the two DEPARTMENTS were amalgamated on the existing basis.

Cadre of appointments of Assistant Collectors in the amalgamated Salt and Excise Departments:—

	Rs.
3 appointments on - - -	1,000
4 " " - - -	800
6 " " - - -	600
2 " " - - -	450
3 " " - - -	400
—	
18	

N.B.—These are the figures according to existing gradation.

The Government of Bombay have ordered that these appointments are to be arranged on a time-scale basis, and a scheme for this is being formulated.

Cadre of non-gazetted appointments in the amalgamated Salt and Excise Departments:—

	Rs.
2 appointments on - - -	400
3 " " - - -	300-20-400
11 " " - - -	300
20 " " - - -	250
15 " " - - -	225

	Rs.
28 appointments on - - -	200
26 " " - - -	175
34 + 1 of Janjira State - - -	150
43 + 2 (temporary) - - -	125
67 + 2 (temporary) - - -	100
6 appointments on - - -	80
22 " " - - -	75
8 " " - - -	70
38 " " - - -	60
24 + 4 (temporary) " - - -	50
27 appointments " - - -	40
25 " " - - -	35
32 " " - - -	30

431 + 9 (1 in Janjira State and 8 temporary).

N.B.—These include appointments of Distillery Supervisors, Inspectors (including Coastguard Inspectors), Sarkarkuns, Superintendents, Assistant Superintendents, Customs Managers, Special Officers, Darogas, Sub-Inspectors, and Assistant Inspectors.

The statement shows the numbers in each grade according to existing gradation.



## APPENDIX X.

MEMORANDA prepared by the GOVERNMENT of BOMBAY relating to the EXCISE and SALT DEPARTMENTS in the BOMBAY PRESIDENCY PROPER and on the combined SALT, EXCISE, and OPIUM DEPARTMENT in SIND.

**I.—BOMBAY EXCISE DEPARTMENT  
(PRESIDENCY PROPER).**

1. The present Regulations as to Recruitment, Training, and Probation, and whether these Regulations are satisfactory.—(a) There are no special regulations as to the admission of officers to the grade of Assistant Collectors. Recruitment, whenever a vacancy occurs, is either by selection or by promotion from the lower grades in the Department, i.e., from the ranks of Chief Inspectors and Inspectors or from any other Department, such as Customs, Salt, Police, &c. Every officer appointed as Assistant Collector of Excise has, unless exempted by Government, to pass a lower and a higher examination in law (i.e., the Indian Penal Code, the Criminal Procedure Code and the Indian Evidence Act) and the Acts pertaining to the Excise, Salt, and Customs Departments, as well as in the vernacular language of the district where he is posted. Failure to pass any of these examinations at the dates prescribed by Government—viz., in the case of the lower departmental examinations, six months, and in the higher departmental and the vernacular examinations, 18 months, from the date of the officer's appointment to the Assistant Collector's post—renders the officer liable to a deduction of 10 per cent. from his salary, while a second failure renders the officer liable to removal from the appointment. Officers in the subordinate service on Rs 200 and above can appear for these examinations with the permission of the Commissioner of Customs, Salt, Opium, and Abkari in order to qualify themselves for gazetted appointments.

(b) There is one post of Assistant Commissioner of Excise. The appointment of this officer was made by the Secretary of State in 1909 under the designation of Distillery Expert, in pursuance of the recommendation of the Excise Committee appointed by the Government of India in 1905. This officer is placed under the joint control of the Bombay Government and of the Government of the Central Provinces. The Assistant Commissioner is under the direct control of the Commissioner, and his work is mainly confined to the supervision of the internal management and control of breweries, distilleries, and warehouses and to giving advice to the Commissioner and District Collectors in technical matters connected with Excise. He is required to pass a colloquial test in Hindustani.

2. The Rates of Pay and Allowances in force in 1890 and 1900 and on the 1st April 1913, respectively.—The following statement contains the information required:—

*Statement showing the Rates of Pay and Allowances of  
Gazetted Officers in force in the Bombay Excise  
Department (Presidency Proper) in 1890 and  
1900 and on 1st April 1913.*

1890.		1900.		1913.	
Pay.	Allow- ances.	Pay.	Allow- ances.	Pay.	Allow- ances.
Rs. 350-30- 500.	Rs. 50 (convey- ance).	Rs. 350-30- 500.	Rs. 50 (convey- ance).	Rs. *650-50- 1,200 1800 600 400	Rs. †125 on an average per mensem.

3. The Number of Posts in each Grade and the provision, if any, made in the Cadre for Leave and Training.—(a) The following statement shows the number of posts in each grade on 1st April 1913. No provision is made in the cadre for leave or training.

*Statement showing the Number of Posts in Each Grade  
of Gazetted Officers in the Bombay Excise Department*

*(Presidency Proper) on the 1st April 1913.*

Rs.	Grade.	Number of Posts in each Grade.
650-50-1,300	Assistant Commissioner of Excise.	1
800 - - -	Assistant Collectors of Excise.	2
600 - - -		3
400 - - -		3

(b) As regards leave, the Assistant Collectors of Excise come under the rules in Chapters XII. and XIV. of the Civil Service Regulations, and the Assistant Commissioner of Excise comes under those in Chapters XII. and XIII. of the Civil Service Regulations.

4. What Appointments outside the authorised Cadre are held temporarily or otherwise by Officers of the Service.—There are no appointments outside the authorised cadre which are held temporarily or otherwise by officers of the Excise Department.

2. The question of the amalgamation of the Salt and Excise Departments is under the consideration of Government. *Vide* Government Resolution No. 7211, dated 4th August 1913, copy appended.

*Establishments.*

*Proposed ' ' ' ' Salt and Excise in the  
proper.*

No. 7211.

Revenue Department.

Bombay Castle, 4th August 1913.

*Read—*

Government resolution, No. 7937, dated 12th August 1907.

Government resolution, No. 9536, dated 30th September 1907.

Letter|| from the Commissioner of Customs, Salt, Opium, and Abkari, No. 2254, dated 31st March 1911. Memorandum|| from the Commissioner of Customs, Salt, Opium, and Abkari, dated 22nd July 1911.

Letter|| from the Government of India, Department of Commerce and Industry, No. 4171, dated 29th May 1913.

Letter|| from the Commissioner of Customs, Salt, Opium, and Abkari, No. Ex.—Est.—4—7, dated 7th June 1913, submitting certain proposals for fixing a time-scale of pay for the Assistant Collectors of Excise in the Presidency proper.

*Resolution.*—Government consider it desirable that the Salt and Excise Departments should be amalgamated under the designation of "Department of Salt

\* Pay of the Assistant Commissioner of Excise.

† House-rent allowance for Assistant Commissioner of Excise. The Assistant Commissioner of Excise, besides house-rent allowance, draws a daily allowance of Rs. 7-8-0 per day under the Civil Service Regulations while travelling on duty.

‡ Pay of Assistant Collectors of Excise.

§ The Assistant Collector of Excise in Bombay draws (a) a conveyance allowance of Rs. 50 per mensem for excise work, (b) house-rent allowance under the Bombay House Allowance Scheme, which, on an average, comes to Rs. 125 per mensem, and (c) a tobacco allowance of Rs. 150 per mensem for supervising the Tobacco Establishment, expenditure on account of which is met from contribution made by the Bombay Municipality. The Assistant Collectors of Excise in the mofussil draw a tentage allowance of Rs. 19 per mensem and daily allowance under the Civil Service Regulations.

|| Printed as an accompaniment to this resolution.

\* Not printed.

## APPENDIX X. (continued.)

and Excise." The Commissioner of Customs, Salt, Opium, and Abkari should be requested to submit, through the Accountant-General, detailed proposals, together with the necessary proposition statements, with the object of bringing on to combined lists the posts in each branch of the two Departments. In dealing with officers of the Assistant Collector grade, the proposals should be prepared on the basis of a time-scale of pay, and on the understanding that the European leave rules, of which the Assistant Collectors of Salt Revenue have the benefit at present, will be extended to the combined cadre.

2. It is observed that the grading of executive officers in the Salt Department below the grade of Assistant Collectors follows no regular method. Now that the pay is personal and not local it is desirable to take the opportunity of revising the allotment of the number of posts in the various grades. A tentative redistribution and combination of the appointments as they stood in 1911 is exhibited in the Annexure,<sup>x</sup> and may be taken as a guide in framing the proposals. Special and local appointments, such as that of light-house keeper, may remain as at present outside the grades though included in the one Department of Salt and Excise. The clerical appointments can be brought on to a general list without difficulty, no

<sup>x</sup> Printed below.

change being made in their rates of pay, while the menials may continue as at present on separate lists.

3. The Commissioner is requested to report in what proportion the cost of the proposed combined establishment should be debited to "5-Salt," "7-Excise," and "9-Customs," on the basis of the amounts at present debited to those heads. In this connection his attention is invited to Government resolution No. 914, dated 27th January 1908.

4. The Government of India should be informed of these orders, with reference to the correspondence ending with their letter, No. 4171, dated 29th May 1913.

C. W. A. TURNER,  
Under Secretary to Government.

To

The Commissioner of Customs, Salt, Opium, and Abkari.  
The Commissioners of Divisions.  
The Collector of Bombay.  
The Collector of Salt Revenue, Bombay.  
All Collectors in the Presidency proper.  
The Accountant-General.  
The Private Secretary to His Excellency the Governor.  
The Financial Department of the Secretariat  
The Government of India (by letter).

## ANNEXURE REFERRED TO IN PRECEDING RESOLUTION, PARAGRAPH 2.

## DEPARTMENT OF SALT AND EXCISE.

*Inspectors (Rs. 100 and upwards).*

Grade.	Pay.	No.	Cost.	Appointments held.	
	Rs.		Rs.		Rs.
1	400	3	1,200	Salt—	
2	300	12	3,600	56 Inspectors (Preventive, Frontier, Coast Guard, Salt Works).	
3	250	20	5,000	4 Superintendents and Assistant Superintendents, Stores and Depôt.	
4	225	20	4,500	2 Special Officers.	
5	200	25	5,000	2 Customs Managers.	
6	175	26	4,550	15 Sarkarkuns.	
7	150	34	5,100	5 Darogas.	
8	125	40	5,000	84	
9	100	63	6,300	Excise—	
				8 Chief Inspectors.	
				151 Inspectors.	
				159	
		243	40,250	243 - - - - -	40,250

*Sub-Inspectors (Rs. 80 and downwards).*

					Rs.
1	80	8	640	Salt—	
2	70	25	1,750	2 Inspectors.	
3	60	25	1,500	19 Sarkarkuns.	
4	50	25	1,250	5 Darogas.	
5	40	25	1,000	26	
6	35	30	1,050	Excise—	
7	30	34	1,020	57 Sub-Inspectors.	
				83	
				Excise—	
				89 Sub-Inspectors	
		172	8,210	172 - - - - -	8,210
				Total - - - - -	61,160

## APPENDIX X. (continued).

## ACCOMPANIMENTS TO PRECEDING RESOLUTION.

(I) To the Chief Secretary to the Government of Bombay, Revenue Department. (No. 2254, dated 31st March 1911.)

SIR,

WITH reference to Government resolutions, Nos. 7937 and 9536, dated respectively the 12th August and 30th September 1907, I have the honour to state that I consider that, with certain restrictions and safeguards, the amalgamation of the Salt and the Excise (Ābkāri) Departments may be made at once. From a letter of the late Mr. Wood, which is forwarded along with another correspondence, it appears that he thought that, in order to effect the amalgamation, it would be necessary to make out at the time one graded list of all the officers down to a certain rank by which their future promotion was to be regulated, and I think this must also have been in the mind of the Commissioner when he wrote three years ago that the time was not ripe for the scheme. This also accounts for the fear with which the members of the Salt Department undoubtedly look upon it; for if future promotion in the combined Department were to be regulated by present pay they would be the sufferers. This would naturally be the point of view of an officer accustomed to the practice of the Salt Department, in which the system of personal pay has been pushed to extreme length. Though there are several distinct branches, each with its own cadre of several grades, such as (1) Coast Guard Inspectors, (2) Preventive Officers, (3) Administrative Officers, they have all been thrown into one graded list, and an officer may be and often is drawing the pay of one appointment and doing the work of another in a different branch altogether. For instance, there are in the preventive branch three Inspectorships on Rs. 250 and nine on Rs. 200, and in the administrative branch three Sarkārks on Rs. 250 and two on Rs. 200; but under the system in vogue, which has the sanction of Government, there might be six officers doing preventive work drawing Rs. 250 and five Sarkārks drawing Rs. 200. I do not think that this is a good system, even as worked in a department where all are under the same Collector, and I think it would be better to have a separate graded list for each of the different branches in the Salt Department itself, as is done in the Bombay Customs Department. A reference to the latest official directories will show the difference between the two Departments in this respect. The late Mr. Wood, who was little prepared to accept his predecessors' views blindly, was not at all satisfied with the working of the system, and had begun inquiries with a view to its modification and the confining of personal pay to within the limits of each branch.

2. But however that may be in the Salt as between its various branches, it would be absolutely impossible to extend such a system so as to include the whole amalgamated Department, half of whom will be working under the Collector of Salt Revenue and half under the Collectors of the districts. To say nothing of the objection to pay allotted for one purpose being diverted to another, the practical difficulties in regulating the pay and checking the bills would be enormous; therefore, to my mind, not only is it unnecessary, but it would be a great mistake to make one combined graded list of the whole amalgamated Department. The Ābkāri officers must appear as separate branches. What has to be settled is the terms on which interchange from one list to the other should be allowed. At present the Ābkāri consists of two branches—the executive and clerical—and interchange between the two is not allowed. Later on it may be advisable to create a separate branch for Distillery Inspectors, but this need not be considered now.

3. Men who have joined either of the Departments before the date of the amalgamation should be given their choice as to whether they will stick to that one branch only or elect to serve in either. To safeguard the interests of both it should be laid down that, as a general rule, men in one branch should not be

transferred on the same pay to the other unless they are senior to the men of less pay in it who possess equal qualifications. In fact, that men of one branch should not be superseded by men of less service in another for any reason that would not have justified their supersession by their juniors in their own branch. The ordinary rule would be for each officer to receive promotion in his own branch, but interchange should be encouraged among the senior men, especially among those who are likely to become Assistant Collectors. Only the Clerical branch, and perhaps also the Coast Guard branch, should be kept quite distinct.

4. A combined list can now be made of the Assistant Collectors, and I append a list\* as I consider that it should now stand. The present cadres are:—

Rs.	Salt.	Ābkāri.
1,000	-	3
800	-	2
600	4	3
450	-	2
400	-	3

So it is obvious that the Salt will suffer, especially by sharing the three highest appointments with the Ābkāri, but some compensation will be obtained from the fact that for some years to come it is likely that more men will be promoted to gazetted rank from the Salt than from the Ābkāri, and promotion to the highest grades is to be made strictly by selection, and that they will get several much better stations. No rule has been laid down to govern the mode of recruitment for Assistant Collectors in either Department, but for many years in the Salt they have been appointed from the subordinates' ranks. Mr. Pogson, the senior Assistant Collector, who is retiring this year, is the last who was appointed direct without having served as an Inspector. The Ābkāri Assistant Collectors at the reorganisation in 1907 were appointed from various services, including the Salt, Ābkāri, Customs and Police. Since then one has been promoted from the Ābkāri, and of two men now acting one comes from the Salt and one from the Sind Customs. After the amalgamation, no doubt, the general rule will be to appoint only from the subordinates in the combined department. There have been few promotions among the Ābkāri Assistant Collectors so far, but in the Salt they have always been subject to approved work even in the lower grades, and not by seniority solely. And in the combined department this also should be the rule, but, subject to this, promotion should be given according to date of appointment of each officer to his present grade, counting the Rs. 450 grade of the Salt, and Rs. 400 grade of the Ābkāri as the same. But a time-scale of pay will avoid any hardship as between officers of the two branches, and I would propose Rs. 400–40–800 as a suitable scale for all appointments below the highest grade, and new appointments might be made entirely on this scale.

5. The Assistant Collectors of Salt enjoy the benefits of the European leave rules, while those of the Ābkāri do not. I would recommend that they be extended to the latter. The only other alterations would be for each individual officer's case to be adjudicated upon, at the time of his promotion to gazetted rank. Those already in the Salt Department must, of course, retain the benefits.

6. The Salt Department get permanent travelling allowance, the Ābkāri, daily allowances. It will be best, I think, to continue this system according to the duty upon which each one is employed.

7. The peons and petty officers are now enlisted for service anywhere in the Presidency, but only for the particular Department; and it is not advisable ordinarily to transfer them from one to the other, especially as the uniform is different, and there is no advantage in making them the same.

8. It has to be settled what the combined department should be called.

The Salt Department does—

(1) Customs work at all the ports, except Bombay, and on all the land frontiers.

\* Not printed.

## APPENDIX X. (continued).

- (2) Excise work with respect to salt.  
 (3) Miscellaneous work connected with ports, lighthouses, buoys, and shipping.

The Ābkāri Department does excise work with respect to liquor, opium, and other intoxicating drugs.

If a service were being newly created with these functions to perform, the natural name would be either Customs and Excise, or Customs, Salt, and Ābkāri. Though the income from Customs is small, it is very important; for, without the frontier lines and the customs establishments at the ports, the country would be swamped with goods which had paid no duty, and a much greater share of the expenditure is due to the necessity for keeping up these establishments than would appear from the receipts that they bring in. And the importance of this branch of the work is increasing rapidly. Therefore I do not think that the word "Customs" should be omitted from the designation. Neither would I omit "Salt." The service has long been known as "Salt" for short. It is a service that has traditions, a good tone and *esprit de corps*, and it should appear rather to be absorbing the Ābkāri Department than being absorbed by it, though as connected with revenue derived from salt its importance has much decreased since the reduction of the duty. Therefore, I propose Customs, Salt, and Ābkāri as the name that the new Department should be known by. The word "Excise" is inappropriate unless "Salt" is dropped.

I have, &c.,

W. W. DREW,

Commissioner of Customs, Salt, Opium,  
and Ābkāri.

(II.) MEMORANDUM BY THE ACTING COMMISSIONER  
OF CUSTOMS.

Bombay, dated 22nd July 1911.

In forwarding Mr. Enthoven's remarks, I may say that I agree generally in the conclusions which he has stated at the end of his note. He is under a misapprehension in regarding the system in force in the Excise Department as one of local pay—pay is personal throughout the Department, and it is only at the Uran distilleries (which, however, are worked by the Salt Department) that the pay is local. I am inclined to think that Mr. Enthoven takes an exaggerated view of the inferiority and unpopularity of the Excise Department. This Department has, no doubt, not yet succeeded in living down the reputation acquired prior to the reorganisation of 1907, and it must, of course, be admitted that from some points of view excise work is less pleasant than that which has to do with salt and customs. Still, I see no reason why with good pay to offer as an attraction to recruits, and, with the increased efficiency and *esprit de corps* which may be expected as a certain result of the changed conditions under which the work of the Department is now carried on, it should not win its way to a place in the popular estimation which will enable it to be manned with a staff very little—if at all—inferior to that of the Salt Department. So far as mere popularity goes, the number of applications which are made to me for appointments in the executive branch by men of all classes goes to show that there is no likelihood of there being a dearth of officers, many of them well educated and—more especially among the Indian candidates—of good social position.

2. The first consideration, however, in approaching the question of the amalgamation of the Departments is not, in my opinion, the effect which the measure would have on one or other of the Departments, nor has it to do with the recruitment, the functions, or the position of the Assistant Collectors. The conditions of service in the one Department are, I think, susceptible of assimilation with those of the other, if Government were to come to the decision that amalgamation should be carried out. The question of the Assistant Collectors is not after all a very large one, and I cannot but think that it should not be difficult to introduce regulations which would obtain for the Excise Department, as we now obtain for the Salt, a supply of men of the intellectual and social

calibre required for an Assistant Collector's appointment. The real points for determination, as it seems to me, are these: Is the proposed amalgamation practicable, and, if so, would it be advantageous? To answer these questions we must, I venture to think, consider each Department as a whole, and with special reference to the large body of men who form the backbone of salt and excise administration, the men who are intermediate between the Assistant Collectors on the one hand, and the menials on the other, that is, the Inspectors, Sub-Inspectors, Sarkārkums and Darogas. The menials can be fitted into any scheme; the Assistant Collectors can, in my opinion, be arranged for satisfactorily, whether the Departments are amalgamated or not; but, in considering the practicability of the suggested measure, we should regard it as one affecting mainly the duties to be performed by, and the control to be exercised over, the officers of what, for short, I may describe as the Inspector class.

3. The duties which would fall to an amalgamated department, if anything approaching complete fusion were attempted, would be the following:—

- (a) *Salt-works*.—Supervision and preventive work.
- (b) *Frontiers*.—Preventive and Customs work.
- (c) *Ports*.—Customs work.
- (d) *Coast-guard* work.
- (e) *Distilleries and Bonded Warehouses*.—Supervision and preventive work.
- (f) *Excise Duties*.—Shop supervision and preventive work.

Now, as it seems to me, the difficulties which would arise from amalgamation are mainly of two kinds, those due to the variety of functions to be exercised by the one establishment and those arising out of the question of control. Complete fusion of the two departments would mean the gradation on one list of all the officers to whom I have alluded above; but such fusion does not exist now, except as regards pay, even within the confines of the Salt Department, of which the Coast Guard Service is practically a distinct branch, and the Uran Distillery establishment is tending to become so. Complete fusion would be still more difficult after amalgamation. If there is to be any real fusion at all, it must mean the constant interchange of men between posts, the duties of which would have to do with very different kinds of work. The consequence would be that but few men would become experts in any one of the branches. There is now in the Salt Department a large number of experts in salt manufacture; there should be soon, if there are not yet, in the Excise Department a number of officers who have acquired by experience a most valuable knowledge of the methods of the smuggler and of the tricks of the retail trader in liquor; and one cannot but feel that it is not desirable to introduce a system which will tend to discourage the acquisition of specialised experience and to render difficult the retention of specialised knowledge. The trend of present day movements in almost all spheres of activity is towards specialisation, and I think that any attempt to make our Inspectors and Sub-Inspectors jacks of all trades would be not unlikely to result in their becoming masters of none. The actual work to be done by the two departments does not allow—save in an insignificant number of cases—of any more comprehensive union of functions in the person of an individual officer than there is at present. A frontier inspector who had also the excise charge of a tāluka adjacent to his preventive line would not be of much use on the frontier. A preventive officer on a salt barge or at the entrance to salt-works could not perform his own duties with any reasonable degree of efficiency, if he were supposed also to be on the look-out for excise offences in the areas around him. So also the customs staff at the small ports would be useless for customs work, if they had to carry on excise duties away from their headquarters. Although, therefore, I recognise that there is much in common between the work of a salt preventive officer and that of an officer whose duty it is to prevent and detect the smuggling of liquor or opium, still I do not see that the interchangeability of the two would in

## APPENDIX X. (continued).

itself be any appreciable advantage, and it would have the drawback of lessening our stock of departmental "expertism." It would, of course, be possible to constitute the amalgamated establishment as one department, but with separate cadres for separate branches, such as Coast Guard and Distilleries and Frontiers; but, while this arrangement would be difficult if the department were under one head, it would be practically impossible if the Collector of Salt Revenue and the Collectors of districts are to be allowed any real share in administering it. The working of an establishment consisting of three or four comparatively small cadres distributed over several districts would, as Mr. Enthoven has pointed out, inevitably pass into the hands of the Commissioner, and I would add the Assistant Collectors, and this brings me to the great crux of the whole matter, the question of superior control.

4. So far as I can see there are only two methods possible for working an amalgamated establishment of Salt, Customs, and Excise. The one is by a department staffed entirely by officers unconnected with the general administration of the districts; the other is by abolishing the post of Collector of Salt Revenue and handing over to each Collector the work concerned with Salt and Customs within his own district. The former of these alternatives, which has been adopted in Madras, may, I think, at once be set aside. One of the chief results of the recent re-organisation of our Excise Department has been to strengthen and to make more real the powers of the Collector in respect of the administration of *dhkari* matters in his district. The measure has already proved wholesome and effective, and I would, for this reason, as well as on general grounds, deprecate very strongly any re-arrangement which would lessen the responsibility of the Collector in a matter so closely connected with the welfare of the people in his charge.

5. If then the alternative of administration from outside the district is given up, there is left only for consideration a system under which the Collector would take over all the work connected with Salt and Customs, which is now done by the Collector of Salt Revenue. A moment's consideration will, I think, show the impossibility of administering one and the same establishment by two officers in the positions respectively of the Collector of the district and the Collector of Salt Revenue. This would be dual control in its very worst form. It has then to be seen whether it would be practicable, and, if so, desirable to make the Collector of each district responsible for the salt and customs work therein, in addition to his present duties. Such an arrangement would no doubt be both feasible and, I think, free from objection in 12 out of the 19 districts in the Presidency proper, but would it be practicable in the following seven districts:—

Ahmedabad.	Kolaba.
Bombay.	Ratnagiri.
Surat.	Kanara.
Thana.	

Collectors are already complaining, and with justice, of the volume of work which falls to be done by them now. Could Government ask the Collector of Ahmedabad to add to his present burden the charge of the Pritheard and Udu Salt Works, and the Northern Frontier Preventive Line, with the customs stations at Viramgam, Ranpur, and elsewhere? Would the Collector of Surat be able to find time for any effective supervision of the Dharasa Salt Works and the Daman Frontier Line? How could the Collectors of Thana and Kolaba take over as an additional charge the administration of the large number of sea salt works and small customs ports situated in those districts? It may perhaps be said that the salt and customs works could be done by the Assistant Collectors of the amalgamated department who would have the requisite experience, but this would mean that the control of the Collector would admittedly be nominal only, and such a system it is certainly most undesirable to introduce. Again, a little consideration will, I think, show that it is no small advantage to the important department of Salt and Customs that its administration throughout the Presidency should be

centralised in one officer and not split up between seven different Collectors. The management of all three frontier lines is much more likely to be really efficient under one Collector than under three. The administration of salt-works, situated in different parts of the Presidency, but all giving rise to similar questions, some of which are almost technical in their nature, is, I am sure, done better by one central department than it would be by the separate efforts of three or four district officers; and the same applies to the working of the Customs in connection with which uniformity of practice is most desirable. On the whole, then, it would in my opinion be inexpedient to abolish the appointment of Collector of Salt Revenue and to have his work done by the District Collectors—first, because the burden of work would be too heavy for them, and, secondly, because the duties could not, from the nature of the case, be performed with the same efficiency.

6. From the above it will be seen that I am unable to recommend the complete amalgamation of the Salt and Customs and the Excise Departments. I would venture to add a few remarks on the proposal to grade together the Assistant Collectors now in the separate departments. There are, I think, three arguments in favour of this course. First, because three of the Assistant Collectors of the Salt Department can be and are entrusted with an excise charge in addition to their own. Second, because it is thought that amalgamation with the Salt Department will secure a better stamp of man for the excise work. And, third, because the proposed amalgamation would improve the prospects of the excise officers. The last argument may be dismissed at once, because of the obvious demerits of a scheme which would injure the prospects of the men in one department merely for the sake of improving those of another. The first argument has, I think, something in it; but, if it be decided that the main bodies of the two departments are not to be amalgamated, I can see but little need to place the Assistant Collectors on one list, only because three of them have to do excise work in addition to their own. These three Assistant Collectors are under the dual control of the Collector of Salt Revenue and the Collector of the district, and the situation is not altogether satisfactory. I would prefer, however, to look for its amelioration in the direction suggested by Mr. Enthoven, namely, an increase in the number of Excise Assistant Collectors should the circumstances of the department justify this measure. The argument that amalgamation would result in better men being secured for the joint department than we now get for the Excise is one to which I do not attach very much weight, and which, in any case, seems to me to cut both ways. If there is really such a strong prejudice, as is sometimes asserted, against work in the Excise Department, this will surely mean that an amalgamated department in which excise service would be included would be less popular than the Salt Department though more so than the Excise. We should get better men than those who now join the Excise and worse men than those who now join the Salt, and it is not easy to say towards which side the balance would on the whole incline. My own opinion, however, is that with proper arrangements and the exercise of a little foresight in the matter of appointments and promotions, we should have no considerable difficulty in manning the ranks of the Assistant Collectors of Excise quite satisfactorily without having to resort to the expedient of a joint list for the two departments. Vacancies are not at all frequent, and it should, I think, be possible for the Commissioner to maintain a small list of Inspectors who show promise of being in every way suited for the post of Assistant Collector, and to give them special promotion, when necessary, through the Inspectors' grades. I propose to take up this matter now in consultation with the Collectors, and to frame, confidentially, a list of likely candidates. Should there, at any time, be a dearth of Inspectors fit, in point of capacity and of social position, for the appointment of Assistant Collector, it would, I think, be practicable to arrange the matter by direct recruitment of a suitable candidate or two to the higher grades of Inspectors. Also it might so happen

## APPENDIX X (continued)

that there would be suitable men among the Salt Department Inspectors, whose chances of promotion to Assistant Collectorships in that Department were blocked, and some of these might, if necessary, be transferred to the Excise Department for a year or two to learn the work with the offer of an Assistant Collectorship if they proved satisfactory. On the whole, therefore, I do not think there would be any real advantage in placing the Assistant Collectors of both departments on one list. The Assistant Collectors of Salt Revenue are worth all the pay which they can get with their present cadre, and, if it is found necessary to offer better prospects than those now open to Assistant Collectors of Excise, it will have to be done by revising the existing cadre of that department.

I regret the length of this note, but the subject is an important one, and, in view of the desire expressed by the Government of India in favour of amalgamation, and looking to the fact that more than one of my predecessors have recorded opinions not opposed to the scheme, I have thought it desirable to deal with the question somewhat fully. The scheme undoubtedly is not without its attractions at first sight, but I trust what I have said above will go some way to show that its adoption is not compatible with the retention of our system of making the district officer directly responsible for the excise administration of his charge. As to the advantages of amalgamation mentioned by the Excise Committee in paragraph 288 of their report, I venture to think that their value in this Presidency would not be great enough to counter-balance the defects of a joint department. The cadres of both the Salt and the Excise Departments below the gazetted ranks are already quite extensive enough for recruiting and to ensure a fair flow of promotion, and in both departments the nature of the work done admits of occasional changes from an active to a more sedentary life, and *vice versa*. In the Salt Department the Frontier Officer can be transferred to a salt work, and in the Excise Department the District Inspector, the proper performance of whose duties necessitates unceasing activity, can have his turn in a town appointment or a warehouse. Taking all these facts into consideration, I am unable to recommend that the Excise Department should be amalgamated with that of Salt and Customs.

H. O. QUIN,

Acting Commissioner of Customs,  
Salt, Opium and Akbari.

*Notes on the proposed amalgamation of the Salt and  
Excise Establishments (Enclosure in above)*

In proposing an amalgamation of the Salt and Excise Departments in Bombay, the Excise Committee seem to have been largely acting under the impression that an amalgamation of duties as well as of establishment was feasible. Indeed they refer expressly (paragraph 288 of Report) to the advantage of a combined department in which officers may find themselves occasionally doing active duty as Salt and Customs work instead of sedentary work as Excise Officers. I think it is clear that the Committee had in mind the creation of one single department in which both Assistant Collectors and subordinates would—

- (1) perform joint duties as Salt, Customs, and Akbari Officers wherever their posts enabled the three duties to be combined in one authority,
- (2) be transferred constantly from Salt and Customs to Akbari and back in other cases where as, e.g., in the case of an Akbari Assistant Collector in Sholapur, Bijapur, or of a Salt and Customs Inspector at the Customs Station at Vnangam, the duties could not be combined in the person of one authority.

The first measure was intended to secure economy (and it is to this object that the Government of India give special prominence in paragraph 2 of their letter No. 3151-Ex\* of 18th June 1910 to Government of

Bombay). The second measure was intended to secure change of occupation for officials of the departments and better prospects owing to the larger cadres.

Now, it may be safely asserted, that so far as Salt Customs, and Akbari duties can conveniently be combined in the hands of the same authority the process of amalgamation has already gone as far as is practicable, and all possible economy has been effected. Thus, the Salt Assistant Collectors in Iran, Ratnagiri, Kanara (Coast), and Surat perform all the duties of Assistant Collectors of Excise for those areas and for the Broach District (combined with Surat), while the Assistant Collector in charge Northern Frontier performs Akbari work on the railway lines north of the Mahi. The location of the Salt and Customs staff *etc.* at salt works, at ports or on frontier lines, renders it impossible to hand over further Excise, *etc.* Akbari duties, such as inspecting liquor shops, distilleries &c., to them, since these shops, &c. lie beyond their reach. The amalgamation of duties in this manner may therefore be held to be already complete. Next, as to allowing Assistant Collectors and subordinates to perform alternately Salt and Customs or Akbari duties and thus to get change of occupation this apparently tempting proposal is beset with difficulties. For the purposes of outlining this note, I will confine myself to one or two of the most obvious.

1. The Excise staff works under the Collectors of districts, who use and should undoubtedly remain in charge of the Excise administration of their districts. Their control has been slightly impaired by creating appointments of Assistant Collectors to work in several districts, e.g., the Assistant Collector of Belgaum, Dharwar, and above all Kanara. But in time, increases in the Assistant Collectors' staff may enable district charges to be worked up to, and I believe all Collectors would prefer that the Assistant Collector should be entirely under their control instead of working under two or more Collectors. The subordinates are still under the District Collectors. On the other hand, the Salt and Customs Assistant Collectors and subordinates are entirely under the Collector of Salt Revenue, who alone, owing to his extensive training, has a close acquaintance with their work and characters. Mr. Jenkins laid down, in handing over the office after a unique period of tenure, the salutary doctrine that all appointments, promotions, transfers, &c., should be made as proposed by the Collector of Salt Revenue. The Commissioner, in such cases as require his sanction, has, I believe, in practice, accepted this doctrine. Now, it is inconceivable how any appointments, transfers, promotions, &c. could be satisfactorily arranged for Assistant Collectors and subordinates under such different control. They would require a triangular correspondence between the Collectors of the districts concerned, the Commissioner, and the Collector of Salt Revenue, and if their views differed, either, in the end, the Commissioner would absorb the whole power of control, or there would be a deadlock. The efficiency of the Salt and Customs Department would in any case be sure to suffer. It must be remembered, in this connection, that the appointments in the Salt and Customs Department are far more difficult to fill satisfactorily than those in the Akbari. The latter involve duties of very similar nature in almost all cases. But a Salt and Customs appointment may be—

- (a) one in the Northern Frontier Force, now a semi-military body, involving good horsemanship, smartness, and good physique, capable of spending long days in the saddle,
- (b) one in the Coast Guard, involving knowledge of seamanship, the equipping of our sailing vessels, handling of ship's stores, &c., &c.,
- (c) one in the Accounts Branch, e.g., Native Assistant to the Collector, Chief Account Officer, &c., involving an intimate acquaintance with salt works and customs procedure.

I venture, therefore, to doubt whether the moving of officers from "sedentary to active occupation, anticipated by the Excise Committee, could, in

\* *I* vide proceedings underlying the letter to the Government of India, No. 4825, dated 19th May 1911.

## APPENDIX X. (continued).

practice, become a regular feature of a joint service at all.

II. The class of men who aspire to work in the Excise and those who come forward for Salt and Customs are very different. It is extremely probable that the liability to be called on to perform *Ābkāri* Inspector's work, if imposed on recruits to the Salt Department, would cause so marked a deterioration in the class of recruits for that Department as quite to outweigh the advantage of being able to post an occasional Excise subordinate to a Salt and Customs appointment. The district "liquor" work is undoubtedly held to be greatly inferior in reputation to the duties of a Salt and Customs Inspector, and the proposed amalgamation would certainly degrade the latter department in the eyes of the candidates for employment. On this point Mr. Lucas held emphatic views.

III. The Salt and Customs Department, as at present administered, rests on a system of personal pay. It is clear that, with a service spread over the whole Presidency from the Northern Frontier to the south of Kānara, this system has immense advantages in allowing promotions, &c., to be made without transfers. Leave and the exigencies of the Service necessitate quite sufficient movement in the staff at present, when it is remembered that long transfers are apt to be a hardship to low-paid officers; and hence the system of personal pay is a valuable asset. The late Mr. Wood, when new to this office, thought that he could revise the existing system (as stated by the Commissioner) by confining the personal pay to three separate branches, into which the staff, as a whole, was to be split up. But I have good authority for stating that he was compelled later, on attaining a fuller knowledge of the working of the Department, to abandon the attempt. It is not clear how two establishments, one working on a system of personal pay and the other on the opposite system of pay regulated by appointment, can conceivably be combined. It seems, at the same time, that the Commissioner cannot see his way to apply the former system to the Excise staff. And there would be grave objections to altering the present Salt and Customs system. If, therefore, the duties of the two Departments were to be further combined in the same authority than is now the case, and if the shifting of officers from one set of duties to another is beset with great difficulties, and is likely greatly to prejudice recruitment in the Salt and Customs, we are driven to consider the only remaining course open, viz., to place all officers on one list, and to promote them therein irrespective of whether they are serving in the Salt and Customs or the *Ābkāri*. I may say here that I see little object in merely putting the 17 Assistant Collectors on one list and leaving all the rest of the staff separate as at present (with permission to transfer in certain cases). This measure means little more than throwing three posts of Rs. 1,000 open to the Excise which now belong to the Salt. It seems an economical but utterly unfair way of improving the prospects of Excise Assistant Collectors entirely at the expense of the Salt Assistant Collectors. Government are hardly justified in assisting the Excise in this way out of the pockets of the Salt Officers. The proposal seems very remote from that of the Excise Committee, and the main result would be to create discontent without any corresponding advantage.

I would suggest, instead, that it would be fairer and simpler to cut down one Excise Assistant Collector's post on Rs. 400 and to add a new post on Rs. 1,000 to the Excise Assistant Collectors' cadre, leaving the Salt grades as they are, ultimately effecting a corresponding saving by reducing one of the Salt Assistant Collectors' post of Rs. 1,000 to one of Rs. 400. This may be greatly facilitated by the proposed separation of Imperial Customs work from the work of the present Account Office of Salt and Customs. It would provide for a better cadre for the Excise without interfering with the just claims to promotion of the present Salt Assistant Collectors. The placing of all Excise and Salt Officers on one list

for promotion is quite unworkable and ought as such to be dismissed from further consideration. It is hardly more practicable to promote on one list Coast Guards, Northern Frontier Inspectors, Superintendents of Salt Works, *Sarkārums* of Coast Ports, Distillery Supervisors, Inspectors of Liquor-shops, and Light-house Keepers than it would be to combine in the same way the Native Army and the staff of all Government railways. The difference of control that keeps the Excise with District Collectors and the Salt with the Collector of Salt Revenue is an insuperable bar to joint grading of all subordinates. Naturally both controlling authorities would endeavour to secure the promotion of their own men in the joint grades; and the Commissioner, with little personal knowledge of the work and qualifications of any of the members of this huge staff, would, in the end, centralise the whole work of promotion in a way that would only be completely unsatisfactory to both District Collectors and the Collector of Salt Revenue alike. I submit, therefore, the following conclusions on the question:—

- (1) The amalgamation of Salt, Customs, and *Ābkāri* functions in the hands of the same authority has already gone as far as is practicable, remembering the difference of locality in which the two services perform their duties for the most part.
- (2) The transfer of officers of whatever rank from Salt and Customs to *Ābkāri* and back is quite unworkable as an ordinary measure of administration, owing to the divided control which exists (and must exist if Collectors are not to be dispossessed of their proper functions), and to the very varied qualifications required for the different classes of duties involved.
- (3) The employment of Salt and Customs men on ordinary *Ābkāri* work would reduce the Salt Department in reputation and seriously affect the class of recruits applying for posts under the Salt Collector.
- (4) Complete amalgamation of establishment only, meaning the grading of all members of both services together, is similarly unworkable owing to the difference in duties, dual control of the staff and danger of thus leading to mere centralisation in the Commissioner's hands of the control of both establishments—a result that would be disastrous to efficiency.
- (5) Partial amalgamation in the shape of a joint Assistant Collectors' gradation list is of no obvious value to the Departments as a whole, and is unfair to the Salt Assistant Collectors, whose promotion is sacrificed to benefit the Excise Inspectors. The object can be obtained more fairly by adding one post on Rs. 1,000 to Excise cadre, to be taken ultimately from Salt when claims of all present Assistant Collectors have been satisfied, and to be replaced by a Salt Assistant Collectorship on Rs. 400.
- (6) Differences between the two services now existing, in regard to exchange compensation allowance, acting promotions, travelling allowance, length of service performed in arriving at present pay, class of recruits, &c., &c., are so great that, in order to effect a workable amalgamation of establishment, the interest of Salt Department, now admittedly efficient and contented, would either be completely sacrificed to the needs of the new Excise staff rendered inefficient and discontented, or if this is not to be the case, the Excise Department would first have to be worked up to a parity in pay, allowances, personal scale of salary, qualifications, and seniority by grade place, with the Salt and Customs. It is doubtful whether this would be effected in less than 10 years, and it would involve considerable expenditure.

R. E. ENTHOVEN.

Dated 3rd July 1911.

## APPENDIX X. (continued).

## (III.) GOVERNMENT OF INDIA.

DEPARTMENT OF COMMERCE AND INDUSTRY.  
(Salt.)

No. 4171, dated 29th May 1913.

To the Chief Secretary to the Government of Bombay,  
Revenue Department.

SIR,

WITH reference to the correspondence ending with paragraph 2 of your letter No 4825, dated the 19th May 1911, I am directed to inquire how the question of the amalgamation of the Salt and Excise Establishments in the Bombay Presidency now stands.

I have, &amp;c.,

H A. F. LINDSAY,  
Under Secretary to the Government of India.II.—BOMBAY SALT DEPARTMENT  
(PRESIDENCY PROPER).

1. The present Regulations as to Recruitment, Training, and Probation, and whether these Regulations are satisfactory.—(a) The gazetted officers of the Salt Department are recruited, as a rule, by promotion from the subordinate service by strict selection on the ground of special fitness, social qualifications being taken into account, though occasionally officers from other Departments are selected by the Governor in

Council. The Assistant Collector of Salt Revenue, Coast Guard Service, is selected from those of the Coast Guard Inspectors who possess a Master's certificate, if any are available.

(b) The officer selected is usually tried in acting vacancies, and if he justifies his selection he is confirmed.

(c) Every officer appointed to the post of Assistant Collector is required to pass the lower and higher departmental examinations in law (*i.e.* the Indian Penal Code, the Criminal Procedure Code, and the Indian Evidence Act) and Acts relating to the Salt, Customs, and Excise Departments, as well as in the vernacular language of the district where he is posted. Failure to pass any of these examinations within the period prescribed by Government—*viz.* in the case of the lower departmental examination, six months, and in that of the higher departmental and the vernacular examinations, 18 months, from the date of appointment—renders the officer liable to a deduction of 10 per cent from his salary, while a second failure would lead to his removal from the appointment. Officers in the subordinate service on Rs. 100 and above can appear for these examinations, with the permission of the Collector of Salt Revenue, in order to qualify themselves for gazetted appointments.

2. The Rates of Pay and Allowances in force in 1890 and 1900 and on 1st April 1913 respectively.—The following statement contains the information required —

Statement showing the Rates of Pay and Allowances of Gazetted Officers in force in the Bombay Salt Department (Presidency proper) in 1890 and 1900 and on 1st April 1913.

1890.		1900.		1913.	
Pay	Allowances.	Pay.	Allowances	Pay	Allowances.
Rs	Local Allowance.	Rs	Local Allowance	Rs.	Local Allowance
1,000	1 Assistant Collector (Chief Account Officer), Bombay, Rs. 200 per mensem	1,000	1 Assistant Collector (Chief Account Officer), Bombay, Rs. 200 per mensem	1,000	1 Assistant Collector (Chief Account Officer), Bombay, Rs. 200 per mensem.
800	1 Assistant Collector, Goa Range, Rs. 200 per mensem	800	1 Assistant Collector, Coast Guard Service, Bombay, Rs. 150 per mensem	800	1 Assistant Collector Coast Guard Service, Bombay, Rs. 150 per mensem
600	1 Assistant Collector, Coast Guard Service, Bombay, Rs. 150 per mensem	600	1 Assistant Collector, Khara-ghoda Range, Rs. 150 per mensem.	600	1 Assistant Collector, Khara-ghoda Range, Rs. 150 per per mensem
500	1 Assistant Collector, Khara-ghoda Range, Rs. 150 per mensem.	450	1 Assistant Collector, Northern Frontier Range, Rs. 100 per mensem.	450-20	1 Assistant Collector, Northern Frontier Range, Rs. 100 per mensem.
450		350		400	
350		300			
300	Travelling Allowance.		Travelling Allowance		Travelling Allowance.
	1 Assistant Collector, Northern Frontier Range, Rs. 150 per mensem		1 Assistant Collector, Goa Frontier, Rs. 200 per mensem		1 Assistant Collector, Goa Frontier Range, 200 per mensem
	Assistant Collectors of other ranges, Rs. 100 per mensem each		1 Assistant Collector, Northern Frontier Range, Rs. 150 per mensem		1 Assistant Collector, Northern Frontier Range, Rs. 150 per mensem
	1 Assistant Collector, Rs. 75 per mensem		Assistant Collectors of other ranges, Rs. 100 per mensem each		Assistant Collectors of other ranges, Rs. 100 per mensem each
	Tentage Allowance		1 Assistant Collector, Rs. 75 per mensem		1 Assistant Collector, Rs. 75 per mensem.
	1 Assistant Collector, Rs. 30 per mensem.				
	3 Assistant Collectors, Rs. 25 per mensem each		Tentage Allowance.		Tentage Allowance.
	4 Assistant Collectors, Rs. 11-1-9 per mensem each		1 Assistant Collector, Rs. 30 per mensem		3 Assistant Collectors, Rs. 25 per mensem each
	1 Assistant Collector, Rs. 10 per mensem		2 Assistant Collectors, Rs. 25 per mensem each.		1 Assistant Collector, Rs. 19 per mensem
	House-rent		3 Assistant Collectors, Rs. 11-1-9 per mensem each.		3 Assistant Collectors, Rs. 11-1-9 per mensem each.
	1 Assistant Collector, Goa Range, Rs. 75 per mensem.		1 Assistant Collector, Rs. 10 per mensem		1 Assistant Collector, Rs. 10 per mensem

Note.—(a) The Assistant Collector in charge Coast Guard Service draws travelling allowance at daily rates

(b) The Assistant Collector who is designated as Chief Account Officer, Bombay, also gets a house-rent allowance under the Bombay House Allowance Scheme, which, on an average, comes to Rs. 125 per mensem.



## APPENDIX X. (continued).

3. The number of Posts in each Grade and the provision, if any, made in the Cadre for Leave and Training.—(a) The following statement shows the number of posts in each grade on 1st April 1913 :—

*Statement showing the Number of Posts in each Grade of Gazetted Officers in the Bombay Salt Department (Presidency Proper) on 1st April 1913.*

Rs.	Grade.	Number of Posts in each Grade.
1,000	Assistant Collectors -	3
800		2
600		3
450		2
300-20-400	Native Assistant to the Collector of Salt Revenue.	1

There is no provision in the cadre for leave or training.

(b) As regards leave, the Assistant Collectors of Salt Revenue come under the rules in Chapters XII. and XIII. of the Civil Service Regulations, and the Native Assistant to the Collector comes under those in Chapter XII. and XIV. of the Civil Service Regulations.

4. What Appointments outside the authorised Cadre are held temporarily or otherwise by Officers of the Service.—There are no appointments outside the authorised cadre which are held temporarily or otherwise by officers of the Salt Department.

### III.—COMBINED SALT, EXCISE, AND OPIUM DEPARTMENT IN SIND.

1. The present Regulations as to Recruitment, Training, and Probation, and whether these Regulations are satisfactory.—There is only one gazetted appointment in the combined Salt, Excise, and Opium Department in the Sind, viz., that of the Assistant Commissioner of Salt, Excise, and Opium in Sind. No rules have been laid down for the recruitment, training, and probation of this officer, whose selection is made by the Governor in Council on a consideration of the general qualifications of the officer concerned and his fitness for the duties to be entrusted to him.

2. The Rates of Pay and Allowances in force in 1890 and 1900 and at the present time, and

whether these Rates of Pay and Allowances are satisfactory.—The rates of pay and allowances in force in 1890 and 1900 and on 1st April 1913, respectively, were as shown in the following statement :—

*Statement showing the Rates of Pay and Allowances in force in the Combined Salt, Excise, and Opium Department in Sind in the Years 1890 and 1900 and on 1st April 1913.*

Rates of Pay and Allowances in force in 1890.	Rates of Pay and Allowances in force in 1900.	Rates of Pay and Allowances in force on 1st April 1913.
Rs. 1,250-0-1,500* 300*	Rs. 1,250-50-1,500* 400* 300*	Rs. 500-30-800†

\* Only one-third of the pay of these officers was debited to "Salt."

† Only four-seventh portion of the pay of this officer is debited to "Salt."

The rates of pay and allowances in force in 1890 and 1900 were the same.

3. The number of Posts in each Grade, and the Provision, if any, made in the Cadre for Leave and Training.—The number of posts in each grade is shown in the statement below. No provision is made in the cadre for leave and training.

*Statement showing the Number of Posts in each Grade of Gazetted Officers in the Combined Salt, Excise, and Opium Department in Sind on 1st April 1913.*

Rs.	Grade.	Number of Posts in each Grade.
500-30-800	Assistant Commissioner of Salt, Excise, and Opium in Sind.	1

As regards leave, the Assistant Commissioner comes under the rules in Chapters XII and XIV. of the Civil Service Regulations.

## APPENDIX XI.

PAPERS relating to the REORGANISATION of the SALT and EXCISE DEPARTMENT in BENGAL, as below.

(i) DESPATCH FROM THE GOVERNMENT OF INDIA TO HIS MAJESTY'S SECRETARY OF STATE FOR INDIA, No. 109 of 1914 (FINANCE DEPARTMENT), DATED SIMLA, THE 16TH APRIL 1914.

MY LORD MARQUESS,

We have the honour to submit for your Lordship's consideration a copy of the correspondence specified in the annexed schedule on the subject of a scheme for the reorganisation of the Bengal Excise Department, and for its amalgamation with the Bengal Salt Department.

2. The Bengal Excise staff was last revised in 1902 under the sanction conveyed in Lord George Hamilton's despatch No. 24-Rev., dated the 31st January of that year. Since then the establishment has been added to from time to time in the manner indicated in paragraph 2 of the letter from the Government of Bengal No. 212-T.S.R. dated the 4th July 1910, which will be found in the proceedings forming enclosure No. 2 to this despatch. As stated in paragraph 3 of the same letter, the Salt establishment of the province was last revised in 1905, in the first instance for a period of three years only, under the sanction conveyed in despatch No. 24-Rev., dated the 10th February 1905, from Viscount Middleton (then Mr. St. John Brodrick), but its continuance after that period was sanctioned in Lord Morley's despatch No. 101-Rev., dated the 14th September 1908, pending the elaboration of a scheme for the reorganisation and amalgamation of the provincial Excise and Salt establishments in accordance with the recommenda-

tions made in Chapter XIII. (paragraphs 279 and 288) of the Report of the Excise Committee of 1905-6 and the orders thereon contained in our Resolution in the Finance Department No. 4341-Exc., dated the 11th July 1907.

3. In the proceedings forming enclosures\* Nos. 1 and 2 to this despatch will be found particulars of the schemes submitted by the late Governments of Eastern Bengal and Assam and of Bengal in 1908 and 1910, for the districts comprising their respective provinces. We found it necessary to remit both schemes to the Local Governments concerned for further consideration of certain points on which we considered them to be open to improvement, but while our suggestions were under discussion, the territorial redistribution which took place in 1912, necessitated a complete recasting of the proposals.

4. A revised scheme for the new Presidency of Bengal was drawn up and submitted to us by the present Government of Bengal with their letter No. 873-S.R., dated the 21st November 1912, which will be found in the proceedings forming enclosure No. 3 to this despatch. This scheme we were able generally to accept, subject to the few minor modifications explained in our letter to the Local Government,

\* Not reprinted.

## APPENDIX XI. (continued).

No. 5579-260, dated the 15th July 1913, in the same proceedings. Those modifications have now been agreed to by the Local Government in their letter No. 1512-S.R., dated the 1st September 1913, enclosure No. 4 with one or two minor reservations which we accept, and the scheme as finally settled is set forth in the revised proposition statement, enclosure No. 5. This scheme we have the honour to submit for your Lordship's consideration.

5. The revised scheme, it will be seen, is the result of mature and careful consideration both by ourselves and the local authorities. Its details are fully discussed in the Bengal Government's letter of the 21st November 1912, and its annexure, and we do not consider it necessary to recapitulate them. In its main features the scheme has been drawn up in accordance with the recommendations of the Excise Committee of 1905-6 as approved by Lord Minto's Government. Those features are:—

- (1) The formation of a close Excise and Salt service for the Presidency and the disassociation, as far as possible, from excise work of officers entrusted with revenue and judicial functions.
- (2) The creation of two appointments of Deputy Commissioner on Rs. 850-50-1,000 per mensem to replace the existing Inspector of Excise and the Assistant Commissioner of Salt in charge of the districts of the 24 Parganas and Khulna. The duties of these officers will consist mainly in inspection and advisory work, the supervision of the preventive staff and the co-ordination of preventive operations.
- (3) The creation of a staff of 26 Excise Superintendents on pay ranging from Rs. 250 to Rs. 700 per mensem, with an additional probationary Superintendent on Rs. 150 per mensem. These officers will hold charge of Excise administration in the majority of the districts in subordination to the Collectors, with regard to whom they will occupy a similar position to that of Superintendents of Police in police matters, and they will replace the Chief Preventive Officer in Calcutta and the Personal Assistant to the Commissioner of Excise, who are at present recruited from other services.
- (4) The improvement of the pay and grading and the strengthening of the numbers of the existing distillery, warehouse, and preventive staff so as to ensure greater efficiency in preventive work and in supervision over distilleries and warehouses.
- (5) A similar revision of the staff of petty officers, peons, and clerks and the amalgamation of the district clerical Excise establishments with the Collectors' establishments.

6. We accept the opinion of the Government of Bengal that the proposed staff is the minimum necessary to administer adequately the combined Excise and Salt Departments of the Presidency. The necessity for the revision of the existing staff has been felt for some time past, and has increased with the general adoption of the Contract Distillery country spirit system throughout the Presidency, and with the growing complexity of the problems connected with the smuggling of opium, hemp, and cocaine drugs. We accordingly recommend the scheme as it now stands for your Lordship's sanction. In doing so, we desire to remark, with reference to the proposal made in paragraph 14 of the letter from the Commissioner of Excise, Bengal, No. 60-E., dated the 6th September 1912, at page 12 of the proceedings forming enclosure No. 3\* to this despatch, that we do not consider it likely that it will ever be possible to grade the appointment of Distillery Expert in the Presidency with those of the Excise Deputy Commissioners. The appointment in question is a technical one, and it will probably always have to be filled by recruitment from England, as an ordinary executive excise officer is never likely to have the requisite qualifications. It will be observed that the cost of the Distillery Expert's appointment has been shown in the revised proposition statement (enclosure No. 5 to this despatch) at Rs. 650-50-1,300 per mensem plus local allowance at Rs. 75 per

mensem under both the present and proposed scales. With reference to this we would invite your attention to the correspondence ending with your despatch No. 22-Rev., dated the 30th January 1914, and ask that if it should be necessary to grant to any future incumbent of the appointment house allowance under the Calcutta House Allowance Scheme in lieu of the local allowance of Rs. 75 per mensem, we may be authorised to sanction it.

7. As regards the financial effect of these proposals, it is necessary to make a preliminary observation. In the statement forming enclosure No. 6 to this despatch are shown the sanctioned scales of the old provinces of Bengal and Eastern Bengal and Assam, as modified by orders passed by the Government of India or the Local Government within their respective powers of sanction, before the territorial re-arrangement which came into force on the 1st April 1912, and the methods in which that staff was distributed among the three new provinces. The appointments in that staff, which are held by officers of the Indian, Provincial and Subordinate Civil Services, have already received your Lordship's sanction in connection with your orders on the reconstitution of those services. The redistribution of the remainder of the staff, as it was localised on a district basis, was not reported to your Lordship for confirmation. Our Audit officers did not require such confirmation at the time, and we did not desire to trouble your Lordship until our proposals about the ultimate constitution of the staff, which were then under discussion, had been formulated. Should your Lordship, however, consider that your confirmation was required to the *ad interim* distribution of the existing staff among the three new provinces, we would ask for confirmation of our action.

Subsequent to this redistribution, certain small changes have been authorised by us or by the Local Governments within our respective powers of sanction. The scale as it actually stood in 1913 is shown in columns 1 to 9 of the revised proposition statement forming enclosure No. 5 to this despatch. This scale, which has been prepared on the basis of information supplied by the Audit officer, has been taken as the present scale, and the cost of the proposals now formulated has been calculated with reference thereto to enable your Lordship to arrive at the most satisfactory appreciation of the financial issues involved in the present proposals.

It will be seen that the total cost of the scheme submitted for your Lordship's sanction will amount to Rs. 7.90 lakhs per annum. This sum includes (a) the entire cost of the Calcutta Collectorate—Rs. 4,002 a month—which is at present debited to the head "Excise" and which it is proposed to reduce in future to a sum representing as far as possible the actual cost of the staff employed on excise work, and (b) the maximum cost of the pay and allowances of the Commissioner of Excise which is estimated at Rs. 33,000 per annum; but it excludes miscellaneous and contingent charges which are estimated at Rs. 3.90 lakhs per annum. On a similar calculation, the existing Excise and Salt establishments of the Presidency cost Rs. 5.32 lakhs. The net additional expenditure involved is, therefore, Rs. 2.58 lakhs per annum. Of the total cost of the scheme it is proposed to debit Rs. 2 lakhs per annum to the Imperial head "5—Salt," and we consider the charge reasonable. The balance debitable to the Provincial head "7—Excise" will amount to Rs. 5.90 lakhs per annum; this sum is 4.3 per cent. of the total Excise Revenue of the Presidency (which in 1912-13 exceeded Rs. 1½ crores) and is within the 5 per cent. limit recommended in paragraph 294 of the Report of the Excise Committee of 1905-6.

8. In conclusion, we may add that a similar scheme for the revision and amalgamation of the Excise and Salt establishments in the province of Bihar and Orissa is being forwarded to your Lordship separately. A third scheme for the revision of the Excise establishment in the province of Assam is now under our consideration.

We have, &c.,  
(Signed) R. W. CARTLILE,  
HARCOURT BUTLER,  
R. H. CRADDOCK,  
F. W. GILMAN.

\* Not reprinted.



## APPENDIX XI. (continued).

(ii) DESPATCH FROM THE SECRETARY OF STATE  
TO THE GOVERNMENT OF INDIA,  
REVENUE No. 98, DATED 17TH JULY 1914.*Reorganisation of the Bengal Excise Department, and  
Amalgamation with the Bengal Salt Department.*

MY LORD,

HAVING considered in Council Your Excellency's Despatch No. 109, Finance Department, dated 16th April 1914, I sanction the scheme proposed by your Government for the reorganisation of the Bengal Excise Department, and for its amalgamation with the Bengal Salt Department. I must point out, however, that the details of the scheme may require revision when the report of the Public Services Commission is published; and in the meantime, in making appointments under the scheme, care must be taken to avoid the creation of vested interests.

2. With reference to paragraph 6 of your despatch, I authorise your Government to sanction the grant of house allowance under the Calcutta House Allowance Scheme in lieu of the local allowance of Rs. 75 a month to the distillery expert, if it is found necessary to do so.

3. With reference to paragraph 7 of your despatch, I do not consider that my confirmation was required to the *ad interim* distribution of the existing staff among the three new Provinces.

I have, &c..  
(Signed) CREWE.

Sub-Deputy Collectors—	400	0	0	—	400	0	0	400	0	0
2 Sub-Deputy Collectors at Rs. 200 each.	400	0	0	—	400	0	0	400	0	0
2 Sub-Deputy Collectors at Rs. 150 each. Special allowance of three Sub-Deputy Collectors at Rs. 50 each.	300	0	0	—	300	0	0	300	0	0
	150	0	0	—	150	0	0	150	0	0
4 Total	—	—	—	—	—	—	—	850	0	0

\* Salary as Magistrate and Collector, with local allowance of Rs. 250.

## APPENDIX XII.

PAPERS relating to the REORGANISATION of the SALT and EXCISE DEPARTMENT in BIHAR and ORISSA, as below.

(i) DESPATCH FROM THE GOVERNMENT OF INDIA TO HIS MAJESTY'S SECRETARY OF STATE FOR INDIA, No. 110 (FINANCE DEPARTMENT), DATED SIMLA, THE 16TH APRIL 1914.

MY LORD MARQUESS,

In continuation of our despatch No. 109, dated the 16th April 1914, we have the honour to forward for your Lordship's consideration a copy of the papers specified in the annexed schedule on the subject of a scheme for the revision and amalgamation of the Excise and Salt establishments in the province of Bihar and Orissa.

2. It will be seen from the letter from the Government of Bihar and Orissa, No. 4257-P., dated the 28th April 1913, which forms enclosure No. 2 to this despatch, that in its main features the above scheme closely follows that formulated after careful consideration for the Presidency of Bengal. The only new feature of importance is that provision is made for the transfer of the control and supervision of the manufacture of saltpetre and the education of salt therefrom, in Bihar, from the Northern India Salt Revenue Department to the Local Government. The administrative advantages of this measure, as set forth in the letter from the Board of Revenue, Bengal, No. 134-B. T., dated the 16th May 1907, which forms part of our Proceedings, Separate Revenue, A., September 1907, Nos. 370-371 (enclosure No. 1\* to this despatch), are indubitable and we approved some years ago the principle on which it is based. Its adoption has only been delayed pending the formulation of the present scheme, and we have no doubt that the obvious advantages to be gained from the transfer will commend the measure to your Lordship. In these circumstances, we are prepared to accept the present scheme generally, subject to certain modifications of detail in respect to the proposals (a) to appoint a separate Distillery Expert for the province on a pay of Rs. 750-50-1,000 per mensem (*vide* paragraph 7 of the Local Government's letter of the 28th April 1913), and (b) to reduce the cadre of the Provincial Civil Service by 16 appointments as shown below (*vide* proposition statement appended to that letter).

3rd grade (Rs. 600)	-	-	-	-	1
4th grade (Rs. 500)	-	-	-	-	3
5th grade (Rs. 400)	-	-	-	-	4
6th grade (Rs. 300)	-	-	-	-	6
7th grade (Rs. 250)	-	-	-	-	2
Total	-	-	-	-	16

3. With regard to the first proposal, we are of opinion that it is unnecessary at present to appoint for the province of Bihar and Orissa a whole-time Distillery Expert. The present apportionment between the different provinces of the three Distillery Experts, or Assistant Commissioners of Excise as they are now generally designated, is as follows:—

Bengal, Bihar and Orissa, and Assam	-	1
The United Provinces, the Punjab, the North-West Frontier Province and Ajmer-Merwara	-	1
Bombay and the Central Provinces and Berar	-	1
Total	-	3

The Government of Bombay, however, have represented (*vide* enclosure No. 3\* to this despatch) that there is need in that Presidency for a whole-time Distillery Expert, and have proposed that the services of Mr. W. C. McDonald, the present expert for Bombay and the Central Provinces, should be reserved exclusively for the Presidency (including Sind). We are satisfied that this demand is justified and that it is impossible for a single officer to supervise efficiently the distillery,

\* Not printed.

brewery and warehouse arrangements throughout Bombay, Sind, the Central Provinces, and Berar. It has consequently become necessary to make separate arrangements for the supervision of the distilleries, breweries, and warehouses in the Central Provinces and Berar, and it has been suggested by the Chief Commissioner in a letter, dated the 20th August 1913 (enclosure No. 5\* to this despatch), either that the Central Provinces and Berar should be linked for this purpose with one of the provinces of Upper India or that the present Personal Assistant to the Excise Commissioner of the Central Provinces (Mr. J. J. Brindley, lately an officer of the Salt and Abkari Department, Madras) should be provisionally appointed to the post of Distillery Expert for the Central Provinces and Berar. We agree with the Chief Commissioner that the former arrangement would be the more satisfactory, and are of opinion that the provinces of Bihar and Orissa and the Central Provinces and Berar should share the services of a joint expert. We accordingly recommend that an additional expert should be appointed for the two provinces on the same pay as is given in other provinces, viz., Rs. 650-50-1,300 per mensem, subject to the understanding that the first three years of his service would be on probation. Should this proposal meet with your Lordship's approval, we would ask you to be so good as to nominate as soon as possible, a suitable officer for the post. In regard to the question of the apportionment of the cost of the new expert between the two provinces, we have decided, after consultation with the Local Governments concerned, that for the present the cost shall be debited in proportion to the time which the officer will be required to devote to the work of each province, viz., one-fourth to the Central Provinces and three-fourths to Bihar and Orissa; but should a further re-adjustment of this proportion be necessary later on, we would ask for your sanction to settle this on our own authority.

4. With regard to the second proposal referred to at the close of the second paragraph of this despatch, we consider that, in addition to the 16 appointments in the Provincial Civil Service which the Government of Bihar and Orissa propose to surrender, the lowest grade of that Service should be reduced by two more appointments on account of leave reserve. Taking this reduction into account, the number of appointments to be reduced from the 6th and 7th grades will, according to the Local Government's proposals, be 6 and 4, respectively. As, however, the number 6 from the 6th grade is appreciably in excess of the recognized proportion (37·5 per cent. as compared with 24·7 per cent.), we recommend that the figures for these two grades should be taken at 5 and 5.

5. We have explained in the case of the Bengal Presidency in paragraph 7 of our despatch No. 109, dated the 16th April 1914, that the most satisfactory method of calculating the financial effect of these proposals would be to take as the present sanctioned scale of establishments the scale as it actually stands at present. This has been done in columns 1 to 9 of the revised proposition statement forming enclosure No. 7 to this despatch. The cost of the entire scheme now submitted by the Local Government, with the modifications proposed above, will amount to Rs. 6·39 lakhs per annum, inclusive of the maximum cost of the pay and allowances of the Commissioner of Excise (about Rs. 32,000 per annum) but exclusive of miscellaneous and contingent charges. On a similar calculation, the cost of the existing Excise and Salt establishments of the province comes to Rs. 4·52 lakhs per annum.

\* Not reprinted.

## APPENDIX XII. (continued).

Adding to this a sum of Rs. 0·26 lakh on account of the cost of the minimum establishment of the Northern India Salt Revenue Department which it will be possible to reduce on the transfer to the Local Government of the control and supervision of the manufacture of saltpetre and the education of salt therefrom in Bihar,—we shall consider separately whether some further reductions will not be feasible in this establishment,—the total cost of the existing establishments amounts to Rs. 4·78 lakhs. The net additional expenditure involved in the scheme is, therefore, Rs. 1·61 lakhs per annum. Of the total cost of the scheme, it is proposed to debit Rs. 1·35 lakhs per annum (representing 0·95 lakh on account of establishment, and 0·40 on account of miscellaneous charges) to the Imperial head “5—Salt,” and we accept the charge as reasonable. The balance of the establishment charges debitable to the Provincial head “7—Excise” will thus amount to Rs. 5·44 lakhs; this sum is equal to 5·2 per cent. of the total Excise revenue of the province (which in 1912-13 amounted

to Rs. 1·04 crores), and is practically within the limit recommended in paragraph 294 of the Report of the Excise Committee of 1905-6.

6. We trust that your Lordship will be pleased to accord sanction to the scheme as we propose to modify it. We desire to point out that the consumption of intoxicating liquors in Bihar, and among the aboriginal tribes of Chota Nagpur is considerable (*vide* paragraph 7 of the Report of the Excise Committee); that extensive areas in the province have recently been converted from the outstill system to one of contract supply; and that in the circumstances, too great stress cannot be laid upon the importance of placing its Excise preventive staff upon as strong and efficient a footing as possible.

We have, &c.  
(Signed) R. W. CARLYLE.  
HARCOURT BUTLER.  
R. H. CRADDOCK.  
R. W. GILLAN.

*Schedule of papers.*

\*1. Proceedings in the Finance Department, Separate Revenue, A., September 1907, Nos. 370—371.

2. Letter from the Government of Bihar and Orissa No. 4257-F., dated the 28th April 1913, and enclosures, viz:—

(a) Statement of proposition for revision of establishment.

(b) Letter from the Commissioner of Excise, Bihar and Orissa, to the Board of Revenue, Bihar and Orissa, No. 32-E., dated the 21st June 1912, and annexures.

\*3. Letter from the Government of Bombay, No. 4010, dated the 28th April 1913.

\*4. Letter to the Honourable the Chief Commissioner of the Central Provinces Nos. 3597—99, dated the 7th May 1913.

\*5. Letter from the Honourable the Chief Commissioner of the Central Provinces Nos. 209-XV—429, dated the 20th August 1913.

6. Letter to the Government of Bombay, Nos. 8873—99, dated the 21st October 1913.

7. Revised proposition statement.

\* Nos. 1, 3, 4, and 5 not reprinted.

## Enclosure No. 2 in above.

LETTER FROM E. L. L. HAMMOND, ESQ., I.C.S., OFFICIATING SECRETARY TO THE GOVERNMENT OF BIHAR AND ORISSA, TO THE SECRETARY TO THE GOVERNMENT OF INDIA, DEPARTMENT OF COMMERCE AND INDUSTRY, NO. 4257 F, FINANCIAL DEPARTMENT, DATED RANCHI, THE 28TH APRIL 1913

SIR,

I AM directed to invite a reference to the correspondence ending with Mr. (now Sir B.) Robertson's letter Nos. 6062-54, dated the 15th August 1911, on the subject of the reorganisation of the Excise Department in Bengal as then constituted. In that letter it was stated that, while the Government of India were prepared to accept the main outlines of the scheme submitted in Mr. Wheeler's letter No. 242 T.S.R., dated the 4th July 1910, there were certain aspects of it which appeared to require further consideration before it could be forwarded to the Secretary of State. The formation of this province, moreover, necessitated a reconsideration of the details of the scheme, and I am now to submit the final proposals of the Lieutenant-Governor in Council. The recommendations of the Commissioner of Excise are contained in his letter No. 32 E, dated the 21st June 1912, a copy of which is enclosed, and these have been carefully examined in consultation with the Board of Revenue. Before dealing with the details of the scheme, it will be convenient first to refer to the criticisms made by the Government of India on the proposals submitted by the Government of Bengal.

2. The most important of these relates to the adequacy and functions of the controlling staff, and intimately connected with this question is the dissociation of Income-tax from Excise work and the assignment of definite Excise duties to District and Subdivisional officers in order that the special staff might be free to attend to preventive and technical work.

At present in all but seven districts Excise and Income-tax work are performed by the same officer, and although the Lieutenant-Governor in Council fully realises that it is desirable to relieve the special Excise officer of Income-tax work, the complete dissociation of the two branches could not be effected without increas-

ing the number of officers on general duty. At the same time in some of the lighter districts it may be possible to afford some relief to the special officer by transferring assessment and office work to the Sadr and Subdivisional staff, and the Board of Revenue will be requested to examine how far effect can be given to this suggestion. But, although any modification in the existing system would tend to strengthen the control of the special officer over his subordinates, the detailed proposals now submitted regarding numbers and rates of pay would not be affected.

In regard to the transfer of definite excise duties, connected with collections, licensing, and all matters affecting the public, to District and Subdivisional officers, it will be seen from paragraph 7 of the Excise Commissioner's letter that a very strong body of opinion exists against the proposal, and the Lieutenant-Governor in Council is of opinion that under the present system of district administration it would be impracticable to introduce a radical change of this nature. He recognises, however, that it is desirable to relieve the special officer, so far as is possible, of routine work, and although that officer must, subject to the control of the Collector, be responsible for Excise work in all its branches, he proposes, in consultation with the Board of Revenue, to examine how far the Subdivisional officer can be associated with Excise work to a greater extent than at present.

3. It will appear, therefore, that the functions of the special officer should not, in the opinion of the Lieutenant-Governor in Council, be limited, as has been suggested by the Government of India, to preventive and technical duties, but that he should be the right-hand man of the Collector, not merely entrusted with the supervision of the subordinate staff but required to advise the Collector in all matters of Excise administration which may arise. Under such an

## APPENDIX XII. (continued).

arrangement the Excise officer, to the fullest extent relieved of routine work, would be entrusted with duties of the most responsible kind, requiring both administrative ability and technical knowledge, and the rates of pay (Rs. 250 rising to Rs. 500) suggested by the Government of India would be inadequate and would not improbably result in a deterioration of the standard of Excise administration, as the Excise Department would only be able to attract recruits who had failed to secure appointments in the Provincial Civil Service. In this connection I am to invite a reference to paragraph 299 of the Report of the Excise Committee in which it is recognised that Excise work is unpopular and that attractive conditions of service must be offered. It should also be remembered that we are here concerned with the protection of revenue which now exceeds a crore of rupees annually, and, having regard to the arduous and responsible nature of the duties to be entrusted, under the scheme now submitted, to Superintendents, the rates of pay should be fixed sufficiently high to attract recruits in no way inferior to those who become Deputy Magistrates.

4. The Lieutenant-Governor in Council is in full agreement with the views of the Government of India on the subject of the warehouse staff, but he regrets that as the contract supply system is not yet firmly established it would not be practicable to replace Government establishments by establishments maintained by contractors, the warehouses being visited periodically by Sub-Inspectors. The desirability, however, of lessening the direct connection of Government with the liquor trade will steadily be kept in view, and His Honour in Council has little doubt that it may be found possible gradually to effect this desirable object.

5. A further suggestion has been made that Article 1039 of the Civil Service Regulations should be applied to the staff of Sub-Inspectors, petty officers and peons, the acceptance of which would render it necessary to fix the pay of these officers on a scale calculated to compensate them for the cost of ordinary journeys on tour. The proposal made by the Commissioner of Excise for the grant of fixed travelling allowances is open to the objection from the accounts point of view, convenient as the arrangement might be, that allowances of this kind are apt to be regarded as additions to pay while the obligation to travel for a certain number of days in each month is forgotten. Continuous departmental control might possibly meet this difficulty, but such control may itself at times become weak and uncertain, and the Lieutenant-Governor in Council would prefer that in the case of Sub-Inspectors and petty officers the present system should continue rather than that their pay should be increased to compensate them for the loss of travelling allowances. The case of peons is different, and Article 1039 might suitably be applied in their case if, by way of compensation, an addition of Rs. 2 were made to the rates of pay fixed for those peons who are required to tour.

6. Referring to the provision made for a reserve of officers, the Government of India remark that it would seem to be sufficient in each instance to make the additional appointments in the class below that for which the reserve is required, the reserve being provided for in the lowest grade in each case. The method of providing for reserves should be determined by the method of recruitment to be followed in each case, and, as Superintendents will be recruited partly direct and partly by promotion from the ranks of Inspectors, while Inspectors will be drawn only to a limited extent from the ranks of Sub-Inspectors, the Lieutenant-Governor in Council considers that it would be appropriate in the case of Superintendents to provide half the reserve in the cadre of Superintendents and half in the cadre of Inspectors, and that in the case of Inspectors three-fourths of the reserve should be provided in the cadre of Inspectors and one-fourth in the cadre of Sub-Inspectors. In each case the reserve would be included in the lowest grade. In calculating the reserves, percentages of 14, 12, and 10 in the case of Superintendents, Inspectors, and Sub-Inspectors, re-

spectively, have, as originally proposed by the Government of Bengal, been adopted.

7. Turning now to the details of the scheme, I am to explain that the proposals originally submitted by the Government of Bengal have in the main been followed, and as those proposals have already been accepted by the Government of India, it seems unnecessary to justify them further. The following remarks apply only to details of the scheme which differ from the proposals of the Government of Bengal or regarding which it has been found impossible to accept the recommendation made by the Commissioner of Excise.

*Deputy Commissioner and Assistant Commissioner (Distillery Expert).*—The Lieutenant-Governor in Council does not accept the suggestion of the Commissioner of Excise that the Deputy Commissioners originally proposed should be replaced by Superintendents who, as Assistants to the Commissioner, would in addition to inspection work take concerted measures for the prevention and detection of Excise offences. He prefers to adhere to the recommendation made by the Government of Bengal and considers that for the present one Deputy Commissioner would be sufficient although it may subsequently be necessary to appoint a second. For such an appointment fixed pay would be unsuitable, and he proposes an initial pay of Rs. 850 rising to Rs. 1,000 by annual increments of Rs. 50 each.

Nor does the Lieutenant-Governor in Council agree that the present arrangement under which the Government of Bihar and Orissa shares with the Government of Bengal and the Assam Administration the services of a Distillery Expert (now styled Assistant Commissioner of Excise) should continue. The technical work to be done by an officer of this class is increasing in this province, and the rapid extension of the contract supply system as well as the existence of nine distilleries renders essential the appointment of a whole-time officer. The present arrangement might possibly continue for one or two years longer, but, as it is practically certain that before final effect can be given to the reorganisation of the Department a separate officer will be required, the necessary provision has been included in the scheme. As it would be necessary to recruit such an officer in England, liberal terms should be offered, and the Lieutenant-Governor in Council considers that a suitable rate of pay would be Rs. 750-50-1,000.

*Superintendents.*—To the 19 districts listed in paragraph 11 of Mr. Wheeler's letter to which Superintendents should be appointed, Singhbhum should be added. The Excise revenue of this district is nearly two lakhs of rupees, and the special arrangements necessary on account of the establishment of the Tata Iron Works at Sakchi render the appointment of an Inspector highly undesirable. Adding one post for the Personal Assistant to the Commissioner and three as a leave reserve (of which one would be included in the cadre of Inspectors), the total strength would amount to 23.

With so few appointments a graded service would inevitably lead to blocks in promotion, and the Lieutenant-Governor in Council has no hesitation in recommending the adoption of a time scale. Reasons have already been given why the pay and prospects of Superintendents should be no less attractive than those of members of the Provincial Civil Service, and, although it would be equitable to exclude from consideration the highest grade of that service, His Honour in Council is strongly of opinion that the whole object of the revision would be defeated if the rates of pay generally adopted were lower than in the case of the Provincial Civil Service. He accordingly proposes a time scale under which officers would rise from Rs. 250 in the first to Rs. 500 in the 15th year of service by ten annual increments of Rs. 15 and four of Rs. 25. Above the Rs. 500 grade he would create four appointments, two on Rs. 600 and two on Rs. 700, to which promotion would be given entirely by selection.

## APPENDIX XII. (continued).

The cost of the service would be as follows:—

Number.	Pay.	Monthly Cost.
	Rs.	Rs.
2	700	1,400
2	600	1,200
19	250-500 (average 381).	7,239
	Total	9,839

*Inspectors.*—The Lieutenant-Governor in Council endorses the recommendation of the Commissioner of Excise that (excluding the leave reserve) a staff of 33 Inspectors should be sanctioned. For the districts constituting this province the Government of Bengal proposed 30, but, while the two officers proposed for the Training Schools will not be required, one is necessary and has already been sanctioned for the Intelligence Bureau recently established, one has already been appointed for the inspection of warehouses and distillery work, one for the Ranchi distillery, one for Champaran where the contract supply system has recently been introduced, and one for the Ranchi district where recent experience has clearly shown how necessary it is to strengthen the preventive staff. Calculated at 12 per cent., as in Mr. Wheeler's letter, four posts would be required for the leave reserve, and of these three should be shown in this cadre. Adding one post, the balance of the leave reserve of Superintendents, the total cadre would contain 37 posts which the Lieutenant-Governor in Council would grade as follows:—

Number.	Pay.	Total Cost.
	Rs.	Rs.
1	250	250
2	225	450
3	200	600
5	175	875
8	150	1,200
8	125	1,000
10	100	1,000
(including a reserve of 4).		
37		5,375

The Lieutenant-Governor in Council prefers that the pay of the grades should range between Rs. 100 and Rs. 250, as although this involves overlapping, he considers it desirable that both in the cadre of Inspectors and Sub-Inspectors a few prize appointments should be included for meritorious officers whom it might not be found possible to promote to the higher service.

*Sub-Inspectors.*—In this portion of the scheme it has been found necessary to make considerable modifications in the proposals submitted by the Government of Bengal, and against a staff of 217 (excluding the leave reserve) 267 are now proposed. The reasons for this increase set out by the Commissioner of Excise in paragraph 26 of his letter are accepted by the Lieutenant Governor in Council. The increase to a large extent is apparent only, as the absorption of warehouse and distillery clerks, and the inclusion on account of *ganja golas* of five Sub-Inspectors in this cadre (measures which the Lieutenant-Governor in Council considers to be eminently sound) account for an increase of 39. Two Sub-Inspectors are required for special duty in connection with the Intelligence Bureau, and nine have recently been sanctioned in consequence of the extension of the contract supply system to Champaran and Sitamarhi. Adding a leave reserve of ten per cent. as calculated in Mr. Wheeler's letter, and one post for the balance of the leave reserve

in the cadre of Inspectors, the total cadre would amount to 295, which the Lieutenant-Governor in Council would grade as follows:—

Number.	Pay.	Monthly Cost.
	Rs.	Rs.
11	100	1,100
13	90	1,170
43	80	3,440
64	70	4,480
64	60	3,840
48	50	2,400
52 (including the reserve of 25)	40	2,080
295	Total	18,510

*Petty Officers.*—The proposals of the Government of Bengal included 147 petty officers for the districts constituting this province. The Excise Commissioner has shown how this number can be reduced, and the Lieutenant-Governor in Council considers that 90 officers of this class would be sufficient, the number at present entertained being 91. The grading proposed by the Excise Commissioner is unnecessarily liberal, and these posts might suitably be graded as follows:—

	Rs.
9 on Rs. 20	180
27 on Rs. 15	405
54 on Rs. 12	648
90	Total
	1,233

*Peons.*—For this province the Bengal Government proposed a staff of 904 peons, and this staff the Commissioner of Excise proposes to reduce to 897. On a further examination of requirements, however, it seems possible to effect a further reduction, and the Lieutenant-Governor in Council proposes that the total strength should be fixed at 789. As already suggested, some compensation should be given if Article 1039 of the Civil Service Regulations is to be applied to those peons who are required to tour. The present rates of pay range from Rs. 6 to Rs. 9, and the average travelling allowance earned is between Rs. 2 and Rs. 3. It is desirable that to officers of this class reasonable rates of pay should be allowed, and exclusive of the compensatory allowance, a minimum rate of Rs. 8 is fully justified. The staff of peons might be graded as follows:—

	Total cost.
	Rs.
79 peons on Rs. 10	790
237 " " 9	2,133
473 " " 8	3,784
789	Total
	6,707

Add compensation for travelling allowance at Rs. 2 each to 643 touring peons	1,286
Total	7,993

*Office of the Commissioner of Excise.*—When the Northern India Salt Revenue Department is taken over by the Commissioner of Excise, it would be sufficient to add one clerk on Rs. 75 and one peon on Rs. 9, while two clerks on Rs. 50 each should also be provided for the Assistant Commissioner (Distillery Expert) and the Deputy Commissioner.

*Office Establishments in District Offices.*—Although opinions on the subject are divided, the Lieutenant-Governor in Council is prepared to accept the suggestion made by the Government of India that Excise clerks in district offices should no longer be maintained on a Provincial cadre but should form part of Collectors' offices. To give effect to this recommendation it will be necessary to add to the existing Collectorate



## APPENDIX XII. (continued).

establishments 75 posts as detailed in paragraph 32 of the Excise Commissioner's letter.

*Miscellaneous Establishments and Allowances.*—No change is proposed in the miscellaneous establishments detailed in paragraph 33 of the Excise Commissioner's letter, but in estimating the cost of revision the following allowances should be taken into account:—

	Rs.
To the staff in Angul at 20 per cent. of pay*	44
To the Inspector in charge of the Excise Intelligence Bureau	30
To two Sub-Inspectors attached to the Excise Intelligence Bureau	40
Total	114

8. The proposition statement appended to this letter shows that the total annual cost of the amalgamated establishment now proposed would amount to Rs. 6,34,425 per annum, distributed as follows:—

	Rs.
1. Controlling and Inspecting Officers	1,69,135
2. Inspectors	64,500
3. Sub-Inspectors	2,22,120
4. Office establishment of Excise Commissioner	17,750
5. Clerical establishment for mofussil	38,280
6. Petty officers and peons	1,10,712
7. Motor establishment	720
8. Boat and steam launch establishment	8,940
9. Patna distillery and local allowances	2,268
Total	6,34,425

The Government of India have asked that the total cost of the revised scheme should not exceed that of the scheme originally proposed, but it is difficult to say definitely whether this condition is satisfied or not. The proposals of the Government of Bengal involved for the province of Bengal as then constituted an increase in cost of 27·1 per cent., but in those now submitted the cost of the proposed scale of establishments exceeds that of the present scale by 35 per cent.

To some extent, however, this increase is fictitious. The share of the cost of the Distillery Expert debitable to (though not paid by) this province has not been included in the present scale, and while in that scale the pay now drawn by the present Commissioner of Excise is shown, the pay of a first grade Magistrate and Collector with Exchange Compensation allowance has been included in the proposed scale. Allowing for these two items (roughly Rs. 16,000 per annum) the percentage of increase is a little over 30, and the difference between this figure and that of 27·1 referred to above is fully accounted for by the compensatory allowances proposed in the case of peons to whom Article 1039 of the Civil Service Regulations should be applied.

\* Originally sanctioned in Bengal Government Order No. 1054 F, dated the 30th December 1910. Sanction renewed in this Government Order No. 3845 F, dated the 17th April 1913, with reference to the Accountant-General's remark on the Proposition Statement.

9. The Commissioner of Excise has shown that the present annual cost of the Salt Department is in round figures Rs. 1,20,000, of which, roughly, two-thirds represent establishment and one-third miscellaneous charges. It would be equitable, in calculating the share of the cost of the combined staff debitable to the Salt Department, to assume that establishment charges will increase by 31 per cent., and, if this be done, the cost of administering the Salt Department would in round figures amount to Rs. 1,50,000. As, however, following the amalgamation of the two departments, it may be assumed that some economy in working will result, the Lieutenant-Governor in Council considers that it would not be unreasonable to take Rs. 1,35,000 as the amount debitable to the Salt Budget, and he is willing to undertake the management of the Department for that sum. If this arrangement be accepted, all charges on account of the combined staff would be shown under 7.—Excise (one-fourth Imperial, three-fourths Provincial), with a fixed deduct entry of Rs. 1,35,000 which would be transferred to 5.—Salt (wholly Imperial), and under the existing provisional financial settlement Imperial revenues would bear the assumed cost (Rs. 1,35,000) of the Salt Department plus one-fourth of the net cost of the amalgamated establishment, while Provincial revenues would bear three-fourths of the net cost of the amalgamated establishment.

10. The Excise Committee considered that *prima facie* 5 per cent. of the revenue would be a justifiable charge on account of Excise establishments although more might be desirable, and it is necessary to examine how far this condition would be satisfied if the present proposals were accepted. The Excise revenue of 1913-14 has been taken at 105½ lakhs, and it is reasonable to assume that before complete effect can be given to the reorganisation this will have been increased to 110 lakhs. The amount, therefore, according to the standard laid down by the Excise Committee, which should be spent on establishments is 5½ lakhs. The total cost of the amalgamated establishment is Rs. 6,34,425, from which must be deducted the assumed cost of the salt establishment. The figure of Rs. 1,35,000 referred to above includes miscellaneous charges, but, as these will not increase, establishment charges may be taken at Rs. 95,000. On this calculation the cost of Excise establishments would amount to Rs. 5,39,425, or as nearly as possible 5 per cent. of the Excise revenue.

11. The proposal made by the Commissioner of Excise that the reorganisation should be spread over a period of seven years is one which the Lieutenant-Governor in Council is quite unable to accept. The need of revision is pressing, and there is no reason why effect should not be given to these proposals in two or at most three years. It is unlikely that sanction will be received sufficiently early to enable anything to be done during 1913-14, but the Lieutenant-Governor in Council would be prepared to include in the budget of 1914-15 a lump provision of Rs. 1,00,000. Whether it will be possible in 1915-16 to provide the remainder must depend upon the terms of the *quasi*-permanent settlement to be concluded when the temporary settlement terminates, but the Lieutenant-Governor in Council has no doubt that in revising that settlement allowance will be made for this charge.

I have, &c.,

E. L. L. HAMMOND,

Offg. Secretary to Government.

## APPENDIX XII. (continued).

## Statement of Proposition for Revision of Establishment.

Orders sanctioning present establishment Government Department.			Office to which the proposition refers.		Present Scale.					Nature of Charge.							
No.	Date.	No.	Designation.	No.	Pay.		Average Cost.		No.	Designation.	Pay.		Average Cost.				
1.	2.	3.	4.	5.	Minimum.	Increment.	Maximum.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.
					Rs. a. p.	Rs.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
				Administrative Establishment:—													
			1	Commissioner of Excise and Salt, Bihar and Orissa.	1,440 0 0	—	1,440 0 0	1,440 0 0	1	Commissioner of Excise and Salt, Bihar and Orissa.	2,250 0 0	—	2,250 0 0	2,250 0 0	2,250 0 0	2,250 0 0	2,250 0 0
				Exchange compensation allowance.							138 14 3	—	138 14 3	138 14 3	138 14 3	138 14 3	138 14 3
			1	Total	1,440 0 0	—	1,440 0 0	1,440 0 0	1	Total	—	—	—	2,388 14 3			
			1	Deputy Collectors:—													
				Personal Assistant	400 0 0	—	400 0 0	400 0 0	1	Assistant Commissioner of Excise (Rs. 750—50—1,000).	750 0 0	50 0 0	1,000 0 0	916 10 8			
				Special allowance	50 0 0	—	50 0 0	50 0 0	1	Total	—	—	—	916 10 8			
			1	Inspector of Excise	400 0 0	—	400 0 0	400 0 0	1	Deputy Commissioner of Excise (Rs. 850—50—1,000).	850 0 0	50 0 0	1,000 0 0	950 0 0			
				Local allowance	60 0 0	—	60 0 0	60 0 0	1	Total	—	—	—	950 0 0			
			1	Deputy Collector	600 0 0	—	600 0 0	600 0 0	2	Superintendents:—							
			3	Ditto on Rs. 500 each.	1,500 0 0	—	1,500 0 0	1,500 0 0	2	Superintendents at Rs. 700 each.	1,400 0 0	—	1,400 0 0	1,400 0 0	1,400 0 0	1,400 0 0	1,400 0 0
			2	Ditto on Rs. 400 each.	800 0 0	—	800 0 0	800 0 0	19	Superintendents at Rs. 600 each.	1,200 0 0	—	1,200 0 0	1,200 0 0	1,200 0 0	1,200 0 0	1,200 0 0
										Superintendents	250 0 0	— (a)	500 0 0	7,239 0 0			

Excise Department, Bihar and Orissa.

## APPENDIX XII. (continued).

Statement of Proposition for Revision of Establishment.—continued.

Orders sanctioning present establishment of Government Department.				Nature of Charge.											
Office to which the proposition refers.				Present Scale.					Proposed Scale.						
Department.		No.	Date.	Designation.	Pay.			Average Cost.	No.	Designation.	Pay.			Average Cost.	
1.	2.				3.	4.	5.				6.	7.	8.		9.
Excise Department, Bihar and Orissa.															
				Deputy Collectors—cont.	Rs. a. p.	Rs.	Rs. a. p.	Rs. a. p.							
			6	Deputy Collectors on Rs. 300 each.	1,800 0 0	—	1,800 0 0	1,800 0 0							
			2	Ditto on Rs. 250 each.	500 0 0	—	500 0 0	500 0 0							
				Special allowance of seven Deputy Collectors at Rs. 50 each.	350 0 0	—	350 0 0	350 0 0							
				Conveyance allowance of the Special Excise Deputy Collector, Patna.	25 0 0	—	25 0 0	25 0 0							
			16	Total	—	—	—	6,455 0 0	23	Total	—	—	—	—	9,889 0 0
Northern India Salt Department:—															
				Three-fifths of the salary of the Assistant Commissioner and his establishment.	800 0 0	—	800 0 0	800 0 0	—						
			3	Superintendents—											
				1 on Rs. 400 each	400 0 0	—	400 0 0	400 0 0	—						
				2 on Rs. 350 each	700 0 0	—	700 0 0	700 0 0	—						
			3	Total	—	—	—	1,100 0 0	—						

(2) Time scale with annual increment of Rs. 15 and Rs. 25. Maximum to be reached in 15 years.

## APPENDIX XII. (continued).

(ii) DESPATCH FROM THE SECRETARY OF STATE FOR INDIA TO THE GOVERNMENT OF INDIA,  
REVENUE NO. 101, DATED 24TH JULY 1914.

MY LORD,

HAVING considered in Council Your Excellency's despatch in the Finance Department, No. 110, dated 16th April 1914, I sanction the scheme proposed by your Government for the revision and amalgamation of the Excise and Salt establishments in Bihar and Orissa. I must point out, however, that the details of the scheme may require revision when the report of the Public Services Commission is published; and in the meantime in making appointments under the scheme care must be taken to avoid the creation of vested interests.

2. I also sanction the proposal to substitute three distillery experts, one for the Bombay Presidency, one

for Bihar and Orissa and the Central Provinces and Berar, and one for Bengal and Assam, for the two experts at present allotted to those five Provinces. Steps will be taken to recruit an officer to fill the new post thus created.

3. I agree that the cost of the new post may be divided at present between the Central Provinces and Bihar and Orissa in the proportion of one to three, and that your Government may settle a redistribution of the charge if you think fit to do so.

I have, &c.,  
(Signed) CREWE.

## APPENDIX XIII.

CORRESPONDENCE relating to the REORGANISATION of the EXCISE DEPARTMENT in ASSAM, being a LETTER from the SECOND SECRETARY to the CHIEF COMMISSIONER of ASSAM to the SECRETARY to the GOVERNMENT OF INDIA, DEPARTMENT of COMMERCE and INDUSTRY, No. 1621 M, Municipal Department (Separate Revenue Branch), dated SHILLONG, the 14th March 1914.

SIR,

In continuation of my letter No. 3918 M, dated 17th June 1913, I am directed to address the Government of India on the subject of the reorganisation of the Excise establishment in Assam.

2. In Eastern Bengal and Assam Government letter No. 2524 M, dated the 8th April 1909, proposals on the same subject for the province of Eastern Bengal and Assam were submitted to the Government of India. These proposals provided, so far as Assam is concerned, for (1) an Excise Superintendent for each of the eight plains districts, and for the Jorhat distillery, to be deputed from the Provincial Civil Service; (2) 22 preventive and 11 distillery officers graded together in seven grades on salaries from Rs. 50 to Rs. 200 per mensem with 12 per cent. extra officers; (3) a menial establishment consisting of 11 jemadars and 96 peons.

3. In their letter No. 4654 Exc., dated the 17th September 1909, the Government of India accepted the proposals made by the late Government of Eastern Bengal and Assam as regards the preventive and distillery officers and the menial establishment, but refused to sanction the proposed deputation of members of the Provincial Civil Service as Excise District Superintendents. Moreover, they were not prepared to sanction a departure from the policy enunciated in paragraphs 6 and 7 of their Resolution No. 4341 Exc., dated the 11th July 1907, that the Excise staff should form a distinct service, which should be held responsible for preventive work as well as for technical inspection and the conduct of prosecutions. The Government of India held that the appointment of one Superintendent for each plains district was excessive, and that districts like Nowgong, Goalpara, Kamrup, Darrang, Cachar and Lakhimpur with a small population and a limited number of shops did not demand the services of the full time of a Superintendent. They considered that the proposals submitted were much in excess of the actual requirements of the province as well as beyond its financial capacity.

4. The Chief Commissioner has reconsidered the position most carefully in the light of the orders of the Government of India and of the changed circumstances resulting from the separation of Assam from Eastern Bengal. The proposals now submitted follow the lines indicated by the Government of India with the important exception that it is proposed to retain a Superintendent for each plains district.

5. In this connection I am to invite a reference to the Government of India's letter No. 2015 S.R., dated the 26th March 1904, to the Chief Commissioner of Assam, and the connected correspondence, on the subject of certain complaints preferred by the late Sir James Buckingham, K.C.I.E., Chairman of the Assam Branch, Indian Tea Association, against the excise administration in Assam. In paragraph 19 of the letter quoted, the opinion was expressed by the Government of India that the staff of Inspectors should be raised to one officer for each district. Proposals were accordingly formulated in this Administration's letter No. 513 P.S.—5901 G., dated the 2nd July 1904, for the appointment of an Inspector for each plains district of the province, and were sanctioned by the Government of India in their letter No. 5543 Ex., dated the 31st August 1904. These Inspectors were to be officers drawn from the Provincial and Subordinate Executive Services. Their designation has since been altered to "Excise Superintendents," and their status and functions are identical with those of the superior excise controlling officers contemplated by the Government of Eastern Bengal and Assam in 1909. So far

therefore as concerned the number and standing of the district controlling officers in Assam, the proposals of the Eastern Bengal and Assam Government involved merely a continuance of the existing arrangements which were introduced at the suggestion of the Government of India. The Chief Commissioner is convinced that to reduce the number of these officers at this stage would be a retrograde and disastrous step. In Assam, with its enormous excise revenue as compared with the population, the excise problem is one of the first magnitude. As the Government of India are aware, the indigenous population of the province are particularly addicted to the use of opium, and of late years the increase in the consumption of ganja has demanded special attention. The tea garden population is drawn mainly from races who are accustomed to drink, and the tendency to drink to excess which results amongst such classes from the possession of easily earned cash wages requires to be watched with the utmost care. The Chief Commissioner is doing everything in his power to check consumption alike by the increase of duties and by the diminution of sources of supply, and the danger of illicit manufacture or supply is a very real one. It is therefore, in Sir Archdale Earle's opinion, essential that the excise administration should be controlled by a staff of selected officers working under terms of service which will attract really good men. The restrictions which are likely to be imposed on the practice, most prevalent in Assam, of smoking opium, form an additional reason for maintaining the existing number of Superintendents. The Chief Commissioner, therefore, trusts that the Government of India will not object to the retention of eight district Excise Superintendents.

It is also proposed to retain an officer of the same standing as Superintendent of the Jorhat distillery. The size of the distillery and the modern methods employed there render it advisable that the Superintendent should be an officer of good education and standing. This officer will also be available for miscellaneous inquiries at the excise warehouses and for the instruction in technical matters of junior officers. It is assumed that this province will continue to share with the provinces of Bengal and Bihar and Orissa the services of an Assistant Commissioner of Excise as an expert Inspector of the distillery and warehouses and technical adviser to the Commissioner of Excise; but this officer cannot be expected to undertake the entire inspection of warehouses, and some additional arrangement for supervision is indispensable. Under existing arrangements a member of the Subordinate Executive Service is Assistant Inspector of Distilleries under the Governments of Bengal and Assam. If, as is understood to be likely, the arrangement for the joint employment of an Assistant Inspector is terminated by the Government of Bengal, the Superintendent of the Jorhat distillery will also be utilised in the regular inspection of warehouses. For these purposes the Chief Commissioner considers it essential that the officer employed should be a member of the superior service.

6. The Chief Commissioner, therefore, proposes that the superior service should consist of nine officers. With so small a cadre a time scale of pay is necessary in order to ensure reasonable prospects of promotion. The following scale is proposed:—

	Rs.
3rd grade . . . .	200—10—300
2nd „ . . . .	325—15—400
1st „ . . . .	450—25—600

## APPENDIX XIII. (continued).

Promotion from the third grade to the second and from the second to the first grade will be given by merit. The scale of pay is somewhat less than that of the Provincial Civil Service, but it is, in the Chief Commissioner's opinion, just sufficient to attract suitable candidates. No reserve officers have been proposed in this cadre, and casualty and leave vacancies will be filled by officers of the subordinate service.

7. The proposals made by the late Government of Eastern Bengal and Assam regarding the subordinate preventive and distillery staff were accepted by the Government of India. The staff will consist of—

- (1) Twenty-two officers for inspection and preventive work, viz., one Inspector for each plains subdivision, one for the Khasi Hills, and a second Inspector for the Nowgong district, where, although there is only one subdivision, the area is large and shops numerous.
- (2) Eleven distillery officers, viz., a Deputy Superintendent for the distillery and a Supervisor for each of the 10 bonded warehouses.

According to the proposals made by the late Government of Eastern Bengal and Assam, these officers were to be graded together in seven grades with salaries of Rs. 50 to Rs. 200, and a reserve of 12 per cent. extra officers on Rs. 30 was provided. Here, again, owing to the smallness of the cadre, Sir Archdale Earle prefers a time scale of pay, and proposes the following scale:—

	Rs.
3rd grade - - - -	50—5—100
2nd „ - - - -	110— $\frac{1}{2}$ —140
1st „ - - - -	150— $\frac{2}{3}$ —200

Promotion from one grade to another, as in the superior service, will be given by merit. There will be, in addition, five extra officers, calculated at 12 per cent. of the superior and subordinate services combined. According to the proposals made by the late Government of Eastern Bengal and Assam, the pay of the extra officers was fixed at Rs. 30 a month. This is the pay of the lowest grade of clerks in district offices, and there is the danger that, if the excise subordinate staff start on no higher pay, a better class of candidates will not offer themselves. The Chief Commissioner, therefore, proposes to raise the pay of the extra officers to Rs. 50 a month.

8. Sir Archdale Earle has decided to abolish the existing clerical staff of the Jorhat distillery. The sanctioned distillery establishment is—

- 1 Superintendent (who is an officer of the Subordinate Executive Service with a local allowance of Rs. 50).
- 1 Deputy Superintendent on Rs. 125 to Rs. 150.
- 1 Clerk on Rs. 70.
- 1 Clerk on Rs. 50.
- 1 Probationer on Rs. 20.

No clerks are employed in the Madras and Bengal distilleries where the work is done by officers of the Inspector and Sub-Inspector class, and the Assistant

Commissioner of Excise, Mr. T. H. Kingdon, has recommended the adoption of a similar course at Jorhat. The work will be done by the Superintendent and the Deputy Superintendent with the assistance of such of the extra officers as are not acting elsewhere in casual vacancies.

9. The proposals made by the late Government of Eastern Bengal and Assam as regards the menial establishment have already been accepted by the Government of India in their letter No. 4654 Exc., dated the 17th September 1909, quoted above. Each District Superintendent will be allowed 1 jemadar and 2 peons and each preventive officer 2 peons. One jemadar and 4 peons will be provided as a guard, and 1 jemadar and 6 peons as an escort, for the Jorhat distillery. Each bonded warehouse will have 2 peons, and 1 peon will be allotted to the Distillery Superintendent. Jemadars will get Rs. 12 each, rising to Rs. 15 after 5 years' service, and peons Rs. 8, each rising to Rs. 9 and Rs. 10 after 5 and 10 years, respectively.

10. From the proposition statement appended it will appear that the average annual cost of the establishment proposed (including the pay of certain temporarily sanctioned establishments and of the clerical and menial establishments employed in the district offices, in respect of which no change is contemplated) will amount to Rs. 1,03,760 as against an existing expenditure of Rs. 73,424. In 1912-13 the contingent charges, including travelling allowances of District Excise staff, were Rs. 28,919. Rs. 41,127 is estimated for contingent charges of the proposed establishment. The Commissioner of Excise also controls the departments of Registration and Co-operative Societies and a number of minor departments. Assuming that half the expenditure on this officer and his staff may be debited to Excise, the total average cost of the excise establishment will be as follows:—

	Rs.
Cost as shown in the proposition statement - - - -	1,03,760
Cost of Controlling Office (1912-13) - - - -	18,842
Contingencies, including travelling allowance - - - -	41,127
Total - - - -	1,63,729

These charges represent 3·06 per cent. on the estimated Excise Revenue for 1914-15, which amounts to Rs. 53,50,000, and are well within the standard laid down in paragraph 294 of the Excise Committee's Report.

11. The scheme will, if approved by the Government of India, be brought into operation if, and when, funds permit.

I have, &c.,

A. W. BOTHAM,

Second Secretary to the  
Chief Commissioner of Assam.

## APPENDIX XIII. (continued).

## Statement of Proposition for Revision of Establishment.

Orders sanctioning present establishment to Government of E. B. and Assam, Financial Department, refers.				Nature of Charge.				Present Scale.				Proposed Scale.			
No.	Date.	No.	Designation.	No.	Designation.	Average Cost.	Pay.	No.	Designation.	Minimum.	Increment.	Maximum.	Average Cost.		
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	
G. N. 18th Sept. 1903.			Sadar Office Establishment.— Superintendent of		Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	2	Sadar Office Establishment.— Superintendents of	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	
1310 22nd Oct. 1904.			Excise.		400 0 0	—	400 0 0	400 0 0	2	Excise on Rs. 450— 25—600 each.	900 0 0	50 0 0	1,200 0 0	1,096 10 8	
P.S. 10,729			Local allowance Superintendent of		75 0 0	—	75 0 0	75 0 0	2	Superintendents of	650 0 0	30 0 0	800 0 0	748 5 4	
G.			Excise.		400 0 0	—	400 0 0	400 0 0	5	Excise on Rs. 325— 15—400 each.	1,000 0 0	50 0 0	1,500 0 0	1,300 0 0	
			Local allowance Superintendent of		75 0 0	—	75 0 0	75 0 0		Superintendents of					
			Excise.		250 0 0	—	250 0 0	250 0 0		Excise at Rs. 200— 10—300 each.					
			Local allowance Superintendent of		50 0 0	—	50 0 0	50 0 0							
			Excise.		325 0 0	—	325 0 0	325 0 0							
			Local allowance at Rs. 175.		150 0 0	—	150 0 0	150 0 0							
			Local allowance at Rs. 50 each.												
			Total						9	Total	2,550 0 0	—	3,500 0 0	3,145 0 0	

## APPENDIX XIV.

EXTRACT FROM LETTER FROM THE CHIEF SECRETARY TO THE CHIEF COMMISSIONER, CENTRAL PROVINCES, TO THE JOINT SECRETARY TO THE ROYAL COMMISSION ON THE PUBLIC SERVICES IN INDIA, No. 1074, DATED NAGPUR, 8TH MAY 1913.

There is no Imperial nor Provincial Salt or Excise Department in these Provinces. The Excise Department has up till now been partly manned by Extra Assistant Commissioners who are members of the ordinary Provincial Civil Service, and it is under contemplation to revert them to the regular line and

man the Excise Department with a staff of Inspectors who will form a subordinate service.

The Commissionership of Excise is always held by a member of the Central Provinces and Berar Commission. So far as these Departments are concerned it has been unnecessary to take any steps.

## APPENDIX XV.

STATEMENT, with DETAILS by PROVINCES, of the CIVIL APPOINTMENTS on Rs. 200 a Month and over held by EUROPEANS, ANGLO-INDIANS, and INDIANS on the 1st April 1913, in the SALT AND EXCISE DEPARTMENTS.

## TOTAL STATEMENT.

Pay.	Number of Employés in each Grade or Class.															
	Hindus (including Sikhs and Parsis).															
	Total.	Europeans.	Anglo-Indians.	Brahmans (including Senevis).	Kshatriyas.	Kaivashas (including Prabhus).	Bairyas and Vaisyas.	Sudras.	Other Hindus (i.e., other than those shown in cols. 5 to 9).	Total Hindus (cols. 5 to 10).	Sikhs.	Parsis.	Total Hindus, Sikhs, and Parsis (cols. 11 to 13).	Mulammadans.	Indian Christians.	Buddhists.
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.	17.
Rs.																
200—300	190	40	58	15	2	5	3	1	2	28	2	12	42	11	6	33
300—400	62	22	15	14	—	—	—	5	—	19	—	4	23	2	—	—
400—500	36	16	12	4	—	1	—	—	—	5	—	—	5	1	2	—
500—600	12	6	4	1	—	—	—	—	—	1	—	—	1	—	—	1
600—700	13	7	5	—	—	—	—	1	—	1	—	—	1	—	—	—
700—800	3	1	2	—	—	—	—	—	—	—	—	—	—	—	—	—
800—900	9	6	1	—	—	—	1	—	—	1	—	1	2	—	—	—
900—1,000	4	4	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,000—1,200	6	5	1	—	—	—	—	—	—	—	—	—	—	—	—	—
1,200—1,400	3	3	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	338	110	98	34	2	6	4	7	2	55	2	17	74	14	8	34

## DETAILS BY PROVINCES.

## I.—Madras.

Rs.																
200—300	20	5	6	8	—	—	—	1	—	9	—	—	9	—	—	—
300—400	40	11	9	13	—	—	—	5	—	18	—	—	18	2	—	—
400—500	17	4	7	4	—	—	—	—	—	4	—	—	4	—	2	—
500—600	4	4	—	—	—	—	—	—	—	—	—	—	—	—	—	—
600—700	3	3	—	—	—	—	—	—	—	—	—	—	—	—	—	—
700—800	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
800—900	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
900—1,000	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,000—1,200	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,200—1,400	3	3	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	93	36	22	25	—	—	—	6	—	31	—	—	31	2	2	—



## APPENDIX XV. (continued).

## II.—Bombay.

Number of Employés in each Grade or Class.

Pay.	Hindus (including Sikhs and Parsis).															
	Total.	Europeans.	Anglo-Indians.	Brahmans (including Shewas).	Kshatriyas.	Kaiyasthas (including Prabhus).	Bainyas and Vaispas.	Sudras.	Other Hindus (i.e., other than those shown in cols. 5 to 9).	Total Hindus (cols. 5 to 10).	Sikhs.	Parsis.	Total Hindus, Sikhs, and Parsis (cols. 11 to 13).	Muhammedans.	Indian Christians.	Buddhists.
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.	17.
Rs.																
200—300	67	25	12	4	1	1	3	—	—	9	—	11	20	4	6	—
300—400	15	8	2	1	—	—	—	—	—	1	—	4	5	—	—	—
400—500	7	7	—	—	—	—	—	—	—	—	—	—	—	—	—	—
500—600	7	4	2	—	—	—	—	1	—	1	—	—	1	—	—	—
600—700	5	2	1	—	—	—	1	—	—	1	—	1	2	—	—	—
700—800	5	2	1	—	—	—	—	—	—	—	—	—	—	—	—	—
800—900	3	3	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,000—1,200	3	3	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	104	49	17	5	1	1	4	1	—	12	—	16	28	4	6	—

## III.—Bengal.

Rs.																
200—300	7	—	5	1	—	1	—	—	—	2	—	—	2	—	—	—
300—400	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
400—500	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
500—600	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
600—700	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
700—800	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
800—900	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
900—1,000	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,000—1,200	1	—	1	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	13	5	6	1	—	1	—	—	—	2	—	—	2	—	—	—

## IV.—Bihar and Orissa.

Rs.																
200—300	3	—	1	—	—	—	—	—	1	1	—	—	1	1	—	—
400—500	1	—	1	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	4	—	2	—	—	—	—	—	1	1	—	—	1	1	—	—

## V.—The United Provinces of Agra and Oudh.

Rs.																
200—300	12	4	1	1	1	2	—	—	—	4	—	—	4	3	—	—
400—500	3	1	—	—	—	1	—	—	—	1	—	—	1	1	—	—
500—600	2	—	1	1	—	—	—	—	—	—	—	—	—	—	—	—
600—700	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
700—800	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
800—900	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	18	6	2	2	1	3	—	—	—	6	—	—	6	4	—	—

## VI.—Punjab.

Rs.																
200—300	5	—	—	—	—	—	—	—	—	—	2	—	2	3	—	—

## APPENDIX XV. (continued).

## VII.—Burma.

Pay.	Number of Employés in each Grade or Class.															
	Total	Europeans	Anglo-Indians.	Hindus (including Sikhs and Parsis).												
				Brahmans (including Shenvis).	Kshatryas.	Kayasthas (including Prabhus).	Banyas and Vaishyas.	Sudras.	Other Hindus (i.e., other than those shown in cols. 5 to 9).	Total Hindus (cols. 5 to 10).	Sikhs.	Parsis.	Total Hindus, Sikhs, and Parsis (cols 11 to 13).	Muhammadans.	Indian Christians.	Buddhists.
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.	17.
Rs.																
200—300	74	6	33	—	—	—	—	—	1	1	—	1	2	—	—	33
300—400	6	2	4	—	—	—	—	—	—	—	—	—	—	—	—	—
400—500	7	3	4	—	—	—	—	—	—	—	—	—	—	—	—	—
500—600	5	1	3	—	—	—	—	—	—	—	—	—	—	—	—	—
600—700	3	—	3	—	—	—	—	—	—	—	—	—	—	—	—	1
700—800	2	—	2	—	—	—	—	—	—	—	—	—	—	—	—	—
800—900	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
900—1,000	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	99	14	49	—	—	—	—	—	1	1	—	1	2	—	—	34

## IX.—Assam.

Rs.																
200—300	2	—	—	1	—	1	—	—	—	2	—	—	2	—	—	—

## APPENDIX XVI.

OFFICIALS and NON-OFFICIALS who furnished WRITTEN EVIDENCE to the ROYAL COMMISSION in connection with their INQUIRY into the SALT and EXCISE DEPARTMENTS, but who were not orally examined.

1. R. W. Kite, Esq., Deputy Commissioner, Northern Division, Bombay, on behalf of 11 officers of the departments.

2. M.R. Ry. Dewan Bahadur A. Kristnasami Iyengar Avergal, B.A., I.S.O., Retired Deputy Com-

missioner of Salt, Abkari and Customs Department, Madras Presidency.

3. E. F. Thomas, Esq., Deputy Commissioner, Central Division, being a memorandum of the views of officers of the Salt and Abkari Department serving in the Central Division.

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APPENDIX TO THE REPORT  
OF  
THE COMMISSIONERS.

VOLUME XVIII.

MINUTES OF EVIDENCE

RELATING TO THE

CUSTOMS DEPARTMENT

Taken at Calcutta, Madras, Bombay, and London,

WITH

APPENDICES.

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# MINUTES OF EVIDENCE

## TAKEN BEFORE THE

# ROYAL COMMISSION

## ON THE

# PUBLIC SERVICES IN INDIA

## RELATING TO THE

# CUSTOMS DEPARTMENT

At Calcutta, Wednesday, 21st January 1914.

### PRESENT:

THE RIGHT HON. THE LORD ISLINGTON, G.C.M.G., D.S.O. (*Chairman*).

Sir VALENTINE CHIROL.

WALTER CULLEY MADGE, Esq., C.I.E.

FRANK GEORGE SLY, Esq., C.S.I.

HERBERT ALBERT LAURENS FISHER, Esq.

And the following Assistant Commissioner:—

W. W. NIND, Esq., Assistant Collector of Customs.

M. R. SCOTT, Esq. (*Joint Secretary*).

G. LAIRD MACGREGOR, Esq., I.C.S., Officiating Collector of Customs, Calcutta.

*Written Statement\* relating to the Customs Department prepared by R. F. L. Whitty, I.C.S., lately Collector of Customs, Calcutta.*

79,044. (I.) *Methods of Recruitment.*—I consider that the principles enunciated in Resolution No. 154—161-57, dated the 9th January 1906, of the Government of India, Department of Commerce and Industry, and in Letter No. 9651-21, dated the 10th December 1906, from the Secretary to the Government of India, Department of Commerce and Industry, to the Secretary to the Government of Bombay, Revenue Department, as governing recruitment to the Imperial Customs Service are thoroughly sound. Non-civilian members of the service recruited in England are selected by the Secretary of State from candidates who have secured a University degree with honours, or have taken a good place at the open competition for the Home and Indian Civil Services, or otherwise show evidence of a high standard of education. A knowledge of modern languages and proficiency in chemistry and physics is regarded as desirable. The age-limit is 22 to 25 years. Officers fully qualified by education and birth may be appointed in exceptional cases to the Imperial Customs Service from the subordinate establishments. Natives of India who are British subjects and possess the requisite qualifications, are eligible for appointment to the service. Under the existing methods a very good class of officer is recruited, and I have no alterations in the system to suggest. In a small service, such as the Imperial Customs Service, it is essential in the interests of Government, of the public, and of the service itself that a high standard of efficiency should be maintained.

79,045. (II.) *System of Training and Probation.*—A probationary period for Assistant Collectors, other than members of the Civil Service, is desirable. Probationers are usually posted to one of the principal ports for training; and after the expiry of a year they are required to undergo a departmental examination in the vernacular, in Customs work, and in Customs Law and Procedure. On passing the examination they are invested with minor powers, and finally, if their work

is approved, with full powers as Assistant Collectors. The training provided is in my opinion adequate. The examination, especially as regards Customs Law and Procedure, is searching and constitutes a sufficiently exacting and practical test of the probationer's industry, capacity for work and acquaintance with the duties which he will be expected subsequently to perform.

79,046. (III.) *Conditions of Service.*—(a) Collectors of Customs appointed from the Civil Service are permitted, subject to the approval of the Government of India, to revert to their own provinces at any time (paragraph 6 of Resolution No. 154—161-57 Customs, dated the 9th January 1906); but such permission is withheld in cases where it would cause too rapid a change in the Customs personnel. Subject to this condition, permission to revert is accorded in cases where the experience acquired by an officer in the Imperial Service is likely to be of special assistance to the Local Government under which he will serve on reversion. I think that this rule requires no alteration.

Members of the Civil Service of four or five years' standing are ordinarily selected for the three reserved appointments of Assistant Collector. They are appointed on the condition that they agree to remain in the department for at least four years. Officiating service is not reckoned towards this period. This condition detracts largely from the popularity of service in the Imperial Customs and restricts the field of selection. I think that the period of obligatory service should be reduced to two years, if it is not considered desirable to waive the condition altogether.

(b) It is desirable that quarters should in course of time be provided, where possible, by Government for Assistant Collectors in the vicinity of their work. The expense of renting private quarters in the large towns falls heavily on married men. It is not easy to rent a suitable house or flat for a short period at a moderate price, and when officers are transferred at short notice they are liable to incur considerable losses through failure to determine their lease or to sublet their quarters. I think that officers are handicapped in the performance of their duties when they reside at a distance from their place of work.

79,047. (IV.) *Conditions of Salary.*—(1) The scale of pay sanctioned for the Department is as follows:—5 Collectorships.—2 (Rs. 2,050), 2 (Rs. 2,250), 1 (Rs.

\* Mr. MacGregor intimated his concurrence with this written statement, which had been submitted before his appointment as Officiating Collector of Customs, Calcutta, by his predecessor, Mr. Whitty.

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[Continued.]

2,500) (with a local allowance in three cases), of which three are reserved for members of the Civil Service. 3 Civilian Assistant Collectors on Rs. 1,000—100—1,300—50 (biennial) 1,400. 18 Non-civilian Assistant Collectors on Rs. 300—50—1,150—50 (biennial) 1,400. Assistant Collectors receive in addition a local allowance of Rs. 75, except at Madras and Karachi. Officers promoted to the Imperial Customs Service from the subordinate grades or those transferred from the local services ordinarily begin on an initial pay equal to the nearest stage in the time-scale which saves them from loss of pay. But a larger initial pay may be granted in special cases where the strict application of the ordinary rule might be inequitable. The scale of pay is on the whole fair, but I think some modifications are desirable.

(2) It is doubtful whether the existing scale is attractive enough to retain the services of Civilian Assistant Collectors of about 10 years' standing. I think that a more suitable scale for Civilian Assistants would be Rs. 1,000—100—1,500. The initial pay of non-civilian assistants recruited in England is low and compares unfavourably with the terms offered by many mercantile houses in India to juniors of similar educational qualifications. It is questionable also whether the maximum is sufficiently high, and whether it can be reached at a sufficiently early period of service to enable married officers to maintain their social position and make due provision for their families, taking into account the very high cost of living at the large seaports. In lieu of the present scale I would recommend the following:—Rs. 350—50—1,500.

(3) Non-civilians officiating as Collectors are liable to be posted to any one of the principal seaports. They should in my opinion be permitted to draw acting allowances under Article 105, Civil Service Regulations, at the rate of two-thirds of the difference between the pay of the appointment and their substantive pay.

79,018. (V.) Conditions of Leave.—Members of the Imperial Customs Service recruited in England are subject to the European leave rules. They should enjoy the same privileges in regard to leave as members of the Finance and other departments recruited on similar lines, and the benefit of such modifications of the existing leave rules as may be sanctioned in the case of the latter departments should be extended to the members of the Customs Service.

79,019. (VI.) Conditions of Pension.—A non-civilian member of the Imperial Customs Service is entitled to a maximum pension of Rs. 5,000 per annum after 25 years' service, provided that he has completed 30 years' qualifying service or has attained the age of 55 years. The pension is paid in England at the rate 1s. 9d. per rupee. An additional pension of Rs. 1,000 a year may be allowed to an officer who has rendered not less than three years of effective service as a Collector. In the case of officers entering Government service after the 31st December 1909, the grant of the additional pension is subject to the further condition that the officer must, in the event of voluntary retirement, have completed 28 years of qualifying service (Article 475, Civil Service Regulations). I am aware that representations have been made to the Royal Commission by members of the Imperial Customs Service urging that provision be made for optional retirement of officers at an earlier date. Officers of the Public Works, Telegraph and Forest Departments may retire voluntarily on full pension after 25 years of service. The physical conditions of service in those departments are probably more arduous ordinarily than in the case of the Customs Service, and this may be a valid argument against placing the members of the latter service on the same footing as members of certain other services, such as those mentioned above, or the Indian Police, in respect to the age of voluntary retirement. But due regard should be had to the fact that the whole of the service of an officer of the Imperial Customs Department is passed at the seaport towns where the climatic conditions are extremely debilitating, and that he has not the prospect which is

open to officers of other departments referred to above of being transferred for some period of his service to a salubrious station. The officers of the Customs Department should certainly enjoy the advantages of any modifications of the existing rules in respect of pension and age of retirement which may subsequently be made applicable to the Finance and other departments similarly recruited.

79,050. (VII.) Such limitation as may exist in the employment of non-Europeans, and the working of the system of division of service into Imperial and Provincial.—(1) In 1906 the Bombay Presidency Association submitted a memorial through the Government of Bombay to the Government of India regarding the employment of Indians in the Imperial Customs Service. The reply of the Government of India is contained in letter No. 9051-21, dated the 10th December 1906, from the Department of Commerce and Industry, to the Secretary to the Government of Bombay, Revenue Department. I think that the principle laid down in paragraph 6 of that letter regarding admission to the Service of Indians are sound and do not require revision. I think it would be a mistake to prescribe a minimum number of appointments to be held by non-Europeans. There are certain charges, such as the post of Superintendent or Assistant Superintendent of the Preventive Services at the large ports which Indians of the class likely to be recruited ordinarily for the Imperial Customs would not be well fitted to hold. The posts involve much outdoor work by day and night, constant intercourse with officers and men of the mercantile marine of all nationalities, and the control of a large body of European and Anglo-Indian subordinates. At Calcutta and Bombay there are volunteer companies comprised chiefly of Preventive Officers, and it is very desirable that the Superintendents and Assistant Superintendents of the Preventive Service should command or hold commissions in those companies. The position of an Indian appointed to the charge of the Preventive Service at Calcutta or Bombay would be one of extreme difficulty, and I think that only an Indian with quite exceptional qualifications could successfully fill the appointment. The charge of the Appraising Department at a large port like Calcutta or Bombay also involves the control of a considerable number of Europeans and Anglo-Indian subordinates, and daily intercourse with representatives of the commercial community. The Imperial Customs Service should consist mainly of officers of a class well qualified in every respect to hold those important charges.

(2) The Customs Service was formerly Provincial. The reasons for the formation of the Imperial Service are set out in letter No. 469, dated 29th December 1904, from the Government of India to the Secretary of State for India. The existing organization is a very distinct improvement on the old Provincial Service, and it would be a great mistake to re-establish the old system. The arrangements for the gradual absorption into the Imperial Service of the appointments now held by members of the Provincial Service are working satisfactorily, and I have no modifications to suggest.

79,051. (VIII.) Relation of the Service with the Indian Civil Service and other services.—(1) Out of five Collectorships three are reserved for Indian 'Civilians, and there are three Civilian Assistant Collectors. In paragraph 6 of Resolution No. 154—161—57, dated the 9th January 1906, of the Government of India, Department of Commerce and Industry, it is stated that the Government of India consider that even if equally competent officers could be recruited elsewhere, it would still be desirable to employ members of the Civil Service in Customs work, in order that that service may continue to include a certain number of men who have been brought into close official relations with the mercantile community. It is in my opinion in the interests of the Customs Service also that the Secretariats of the Local Administrations and of the Government of India should include officers who, by service as Collectors or Assistant Collectors, have had direct experience of Customs work and procedure, who possess first-hand

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[Continued.]

knowledge of the conditions and difficulties of Customs administration, and who understand the general requirements and traditions of the service and can look at questions from the point of view of a Customs Officer. It will probably be necessary, however, before long to raise the strength of the non-civilian cadre of Assistant Collectors partly in order to cope with the increase of work at the different ports and partly to make adequate provision for a leave reserve. With even a moderate expansion of the cadre the proportion of Collectorships reserved for non-civilians will be low, and it may be found desirable to throw another

Collectorship open conditionally to non-civilians so as to provide that when no special reasons exist for appointing a civilian a non-civilian may be selected for the vacancy. As in course of time a considerable number of civilians may be expected to have acquired some experience of the Customs Department, either as Collectors or as Assistant Collectors, it will probably be possible to make this change without sacrificing the object which the Government of India had in mind as expressed in paragraph 6 of letter No. 469 of the 29th December 1904.

Mr. G. LAIRD MACGREGOR called and examined.

79,052. (Chairman.) The witness had been in the department since November 1913. Previously he was an Acting Collector of various districts in Bombay. At present he was an Acting Collector of Customs, third grade.

79,053. A Collector of Customs had general supervision over the various branches controlled by the Assistant Collectors. He heard appeals from orders passed by the Assistant Collectors, and imposed penalties which it was beyond the powers of Assistant Collectors to impose. The customs work was divided into five branches. There was the Preventive Service, which took two Assistant Collectors, a Superintendent and an Assistant Superintendent, whose main duties were patrolling, prevention of smuggling and the inspection of baggage. There was the Appraisers' department under one Assistant Collector whose duties were the valuation of cargo. There was another Assistant Collector in charge of Statistics, Executive Audit, and Accounts Audit. There was another Assistant Collector in charge of Imports, Exports, Treasury and Accounts, and yet another Assistant who was called the Chemical Examiner for Excise and Customs. He tested and analysed samples of liquor and perfumery and so on. The Assistant Collectors were the heads of those different departments.

79,054. In the subordinate service there was 1 Chief Inspector, 11 Inspectors, and about 190 rank and file, who were called Preventive officers. In the Appraisers' department there were about 25 appraisers.

79,055. Whenever a vacancy occurred the Government of India considered whether it should be filled by the Secretary of State in India or not, and in making a decision the Secretary of State had regard to the state of the list, and the qualifications of the candidates.

79,056. There were two Parsis acting as Assistant Collectors of Customs, but apart from them there were some Assistant Collectors and Collectors who had been recruited in India.

79,057. The Government of India considered competitive examination was unsuitable for the Customs Service, and that appointments should be made wholly by selection. The witness agreed that that was the most sensible form of recruitment. He did not think book knowledge was all that was required, and if there was a system of selection people could be selected of a certain educational standard. A very good stamp of man was obtained under the present system of recruitment.

79,058. There was a good deal of routine work at the beginning of an officer's service in the ministerial branches, like the Executive Audit, the Statistical and the accounts and the treasury, but there was not very much routine work in the Appraisers' department or Preventive Service.

79,059. He did not consider it necessary that a man should have an honours degree in science in order to become an efficient officer in the Customs Service. He did not know why the science degree was selected, except that an officer dealt largely with materials imported for trade purposes, and a knowledge of their constitution might possibly be of use. He did not consider that men with an honours degree would find the work of the Customs Department too much of a routine character.

79,060. There would be no advantage in appointing officers to the Customs Department at a younger age than that now laid down by the regulations.

79,061. It would be a mistake to prescribe a minimum number of appointments to be held by non-Europeans. His main reason for saying that was that the Imperial Service officer had to control Europeans, and had to deal with the mercantile marine service, and heads of commercial firms who were Europeans of standing in the city. He had also in the Preventive Service to be practically a volunteer. The witness agreed it was a fact that Indians in other departments were found competent to take charge, and to exercise control over Europeans, but the average European had more backbone than the average Indian. In the Customs Department there was one Indian gentleman, now retired, another still in the service, and a third on probation.

79,062. He considered the employment of Indian Civil Service officers was necessary both in the interests of the Customs Service, and in the interests of the executive. An Indian Civil Service officer was necessary in the interests of the Customs Service because he was a person whose views had not been limited to customs matters. There was on the other hand a disadvantage in the employment of an Indian Civil Service officer in that he came into the service without knowing anything about the highly technical work for the first few months, but that could easily be picked up by him after a short period of service. In the ordinary course, an Indian Civil Service officer coming as an Assistant, had in turn to learn the technicalities of five different branches, each of which took some months to pick up. The difficulties became much more aggravated in the event of his being posted, after a month or two, to the control of the whole department. The witness agreed that a system which could produce such a result was open to criticism.

79,063. The advantages of the employment of an Indian Civil Service officer in the department in the interests of the executive were that the Collector of Customs was not the supreme authority in customs matters. There was a supreme Customs authority in every province. In the case of Bengal it was the Member of the Board of Revenue, in the case of Bombay it was the Commissioner of Customs, and the witness thought it was desirable that a person who filled that appointment should have done some customs work. Possibly, also, in dealing with the commercial community, it might be of use to a man to have been a Collector of Customs in a large port. He was not prepared to see the abandonment of the system of reserving certain posts absolutely for the Indian Civil Service, and to leave it more to the discretion of Government to decide each case on its merits.

79,064. The post of Assistant Collector was really a training post for a Collector. He was of the opinion that a man could learn his duties, and become really efficient as Assistant Collector in three years.

79,065. In some cases transfers from port to port were made too frequently. A man should be at least a year in one station. Only a double first-class fare from one station to another was allowed to a man on transfer, and officers undoubtedly incurred a serious loss by being transferred.



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[Continued.]

79,066. The initial pay of a non-Civilian Collector was low and compared unfavourably with the terms offered by many mercantile houses in India. He had made some enquiries, and he believed he was right in saying that most of the large exchange banks gave their clerks Rs. 450 a month. They came out at 24 or 25 after having had two or three years' previous training in the English branch of the bank, which could be set off against the University training which was necessary in regard to the Customs Service. The Port Commissioners at Calcutta started their Assistant Secretaries at Rs. 450 a month, *plus* free quarters, or Rs. 100 a month in lieu thereof. They came out also at 24 or 25. He had not ascertained in the course of his enquiries whether private employers gave their employees a scale of salary rising automatically to Rs. 1,500 a month, as was the case in the Customs Service.

79,067. Unless the pay in the higher grades was increased, he did not think there would be any argument for having two time scales in place of the present scale. Junior and senior Assistant Collectors were engaged on duties of practically the same importance. In other words, it was quite possible for an Assistant at Rs. 300 to be doing work and exercising the same responsibility as Assistants receiving Rs. 900 or Rs. 1,500.

79,068. At present a Civilian Assistant Collector who officiated in a higher capacity drew acting allowance under the two-thirds rule, but a non-Civilian only drew an allowance equal to one-fifth of the pay of the superior appointment. He did not know the reason for the distinction and thought it was an anomaly that such a distinction should exist.

79,069. He was not in a position to inform the Commission whether the proportion of invalids was greater in the Customs Department than it was in other departments.

79,070. (*Sir Valentine Chirol.*) Indians who in other services on rising to higher charges were placed in control of Europeans were generally placed in control of Europeans who had considerable experience of and intercourse with Indians, whereas in the Customs Service the European community with whom the Customs officer was specially brought into contact was a community which had very little experience of intercourse with Indians. Therefore the difficulties of an Indian in his intercourse with Europeans would be very much greater in the Customs Service than in other services.

79,071. An Indian Civilian employed as an Assistant Collector of Customs might after five years' service in that capacity be at a disadvantage if he remained in the Customs Department. It depended on the rate of promotion in the province to which an officer belonged. In the past, if a Civilian Assistant Collector had been five years in the service, he could generally count on obtaining a Collector's post. His statement that it took three years for a Civilian to acquire proficiency in his work as Assistant Collector, taken in conjunction with the fact that probably after five years it would be rather in a man's interest not to continue in the Customs unless he obtained promotion to a Collectorship, might make it appear that the Assistant Collector had to spend three years in becoming really efficient in the work of the department, and two more years to turn that proficiency to advantage. In that connection his estate of three years might be rather wide of the mark.

79,072. He knew of two cases where appointments to higher charges had been made in favour of Civilians who had acquired special Customs experience.

79,073. (*Mr. Sly.*) He had never served as an Assistant Collector of Customs. It was the general rule laid down as a condition of service that before appointment as Collector a Civilian should have served

at least four years as Assistant Collector. He could not say why that rule had been rescinded in his own particular case.

79,074. A probationer amongst the direct recruits to the Imperial Service underwent his first examination at the end of his first year, and he received no further training. In view of that fact he would like to withdraw the statement that a Civilian, who was a much older man, with experience of the country, would take at least two or three years to get his training.

79,075. With regard to the employment of Indian Civil Service officers in the Customs Service, it was an advantage to the Customs to have a certain number of officers who had had training in general administrative work. Knowledge of Indian conditions generally throughout the province was of advantage to them as compared with the restricted knowledge of the departmental officer.

79,076. It was a substantial advantage to the service to have a certain number of posts in which Civilians came into close personal relations with the commercial community, and this applied not only to officers subsequently promoted to one or two special posts, but also to officers engaged subsequently in the many other branches of Indian Civil Service work where the commercial aspect of questions was being dealt with.

79,077. With regard to the salary of Assistant Collectors, there was no reason why they should draw any more salary than Civilians in the ordinary line, provided the local allowances covered the higher cost of living in the port.

79,078. The rank and file of the preventive service was mainly composed of Anglo-Indians and Europeans. The duties were such that Indians were not generally very keen to enter the service. At present there were three Indians in the subordinate service of the Appraisers' Department and the orders of Government were that that number was eventually to be raised to 8 out of 25.

79,079. He preferred the direct recruitment of Indians into the Imperial Service to promotion from the subordinate ranks. Such experience as he had had of the subordinate service of the Customs Department did not lead him to consider it a favourable recruiting ground for appointments to the Imperial Service.

79,080. (*Mr. Fisher.*) A University training in England would be of very great advantage to a non-Civilian Indian recruited to an Assistant Collectorship.

79,081. (*Mr. Madge.*) If an optional subject of a commercial character were introduced into the Indian Civil Service competitive examination, it would possibly be of use as a qualification for a young Civilian taking up a post of Collector or Assistant Collector.

79,082. Although a young Civilian in the Customs Department might revert at any time to other employment, the witness did not think that constituted a temptation to a young Civilian who was getting a low pay, to come into the Customs Department for a time, without any intention of remaining there. On the whole the present system was better than a graded system from top to bottom.

79,083. Of the five Collectorships three were held by non-Civilians, so that there was an opening for exceptional men, no matter where they were recruited.

79,084. There was no foundation for the theory which at present prevailed in the subordinate department that it was the desire of Government to get rid of locally trained men.

79,085. (*Mr. Nind.*) An Assistant Collector would not be in charge of any of the departments while receiving Rs. 300 a month; he would only fill the higher posts when qualified to do so.

The witness withdrew.

21 January 1914.]

Mr. F. BUCKNEY.

F. BUCKNEY, Esq., Assistant Collector of Customs, Calcutta.

*Written Statement\* relating to the Customs Department, being a Memorandum prepared by the under-mentioned Assistant Collectors stationed at Calcutta:—*

Mr. F. J. G. GEARY, I.C.S.  
Mr. A. H. P. WOLFERSTAN.  
Mr. J. A. STEVENS.  
Mr. F. D. LALKAKA.  
Mr. A. R. BENNETT.  
Mr. W. J. WARD.

79,086. (I.) *Methods of Recruitment.*—We advocate a continuation of the present system of recruitment.

79,087. (II.) *System of Training and Probation.*—A probationary period for officers is advisable, and the system of training now provided at the principal Indian ports is sufficient.

79,088. (IV.) *Conditions of Salary.*—The scale of pay sanctioned for the department is as follows:—5 Collectorships—2 (Rs. 2,050), 2 (Rs. 2,250), 1 (Rs. 2,500) (with a local allowance in 3 cases) of which 3 are reserved for members of the I.C.S. 3 Civilian Assistant Collectors on Rs. 1,000–100–3,000–50 biennial Rs. 1,400. 18 Non-Civilian Assistant Collectors on Rs. 300–50–1,150–50 (biennial) Rs. 1,400. The proportion of higher appointments open to Non-Civilian Collectors is 11·1 per cent. of the number of appointments in the general list.

(2) The necessary social and educational qualifications for the Imperial Customs Service are the same as those required for Superior Service in the Finance Department and the conditions of service in the former department are similar to those in the latter. It is, therefore, relevant to compare with the above scale of pay the scale for non-civilians in the Finance Department which is as follows:—

6 Accountant-Generalships out of 9  $\left\{ \begin{array}{l} 4 \text{ (Rs. 2,250)} \\ 3 \text{ (Rs. 2,500)} \\ 2 \text{ (Rs. 2,750)} \end{array} \right.$

11 out of 12 Assistant Accountant-Generalships on Rs. 1,500–60–1,800. 135 Assistant Accountant-Generalships on Rs. 300–50–1,250–50 (biennial) Rs. 1,500. The proportion of Accountant-Generalships and 1st class Assistant Accountant-Generalships is 12·6 per cent. of the number of appointments in the general list corresponding to the cadre of Assistant Collectors of Customs.

(3) From a comparison of the figures it is evident that the pay and prospects of officers in the Imperial Customs Service are inferior in the following respects also to those of Officers in the Finance Department:—

(a) A Customs Assistant Collector only rises to Rs. 1,150 by annual increments, whereas an Assistant Accountant-General rises to Rs. 1,250 by annual increments.

(b) A Customs Officer rises to Rs. 1,400, whereas a Finance Officer rises to Rs. 1,500.

(c) There are no appointments in the Customs corresponding to those on Rs. 1,500–60–1,800 in the Finance Department.

(d) Collectors of Customs receive lower salaries than Accountants-General and though this is partially counterbalanced by the local allowances granted in some instances to the former, the result is that privilege leave allowances are correspondingly lower.

(4) *Under existing conditions* an Assistant Collector in the Imperial Customs Department does not attain a salary of Rs. 1,400 until the 28th year of his service, and if the scale sanctioned for the Finance Department had been adopted he would not draw Rs. 1,500 before his 30th year of service.

(5) The disadvantages of the biennial increment do not operate harshly on officers of the Finance

Department as the majority of Assistant Accountants-General reach the Class I. cadre on Rs. 1,500–60–1,800 before they have reached the period at which their increments become biennial.

(6) In the interests of the service we consider that it is desirable that the time scale recently sanctioned should be improved, and the improvements which we suggest are, (a) that the maximum should be raised from Rs. 1,400 to Rs. 1,500, (b) that the period of service necessary to attain the maximum salary should be materially reduced, and (c) that the biennial increments should be discarded in favour of annual increments. We urge that higher salaries should carry higher increments more especially as the expenses of a married man increase very rapidly when his family is growing up, and provision for education in England has to be made. The scale which we advocate is Rs. 1,000–100–1,500 in the case of Civilian Assistant Collectors and Rs. 350, 350–50–1,050–75–1,500 in the case of non-civilians. There are only two appointments on a larger salary than Rs. 1,400 open to non-civilian members of the Imperial Customs Service. The top of the scale for Assistant Collectors should, therefore be attainable sufficiently early in their service to enable them to meet their increasing expenditure and save money prior to retirement. It appears to be reasonable to fix the 22nd year of service for this purpose.

(7) The initial salary of Rs. 300 per mensem even with the allowance of Rs. 75 is insufficient for a probationer recruited in England and joining the service at Calcutta to keep himself in a manner befitting his position. The majority of Mercantile firms and Public bodies who bring out University men as Assistants give them at least Rs. 400 a month, e.g., Assistants with the same University qualifications as the members of the Imperial Customs Service recruited in England are brought out by the Port Commissioners on an initial salary of Rs. 450 rising by annual increments of Rs. 50 together with free quarters. They have the same rules as Government service as regards pension. Arrangements are usually made by Mercantile firms for their Assistants to live in “chumneries” where expenses are greatly curtailed. Such arrangements cannot be made for probationers in the Imperial Customs Service as their stay in any particular port is uncertain. They have, therefore, to make other arrangements which are more expensive than would be the case were they in a position to say that their stay in Calcutta would be for a definite period. We propose that the initial pay of a probationer be raised to Rs. 350 per mensem and that his first increment under the time scale take place not from the date of passing his examination but from the date of completion of his second year of service, provided, of course, he has passed his examination. In this way he would be drawing Rs. 400 per mensem in his third year of service as he does under the present regulations.

(8) Civilian Assistant Collectors of Customs officiating as Collectors of Customs draw acting allowances at the rate of  $\frac{1}{3}$ ds of the difference between the pay of the appointment and their substantive pay (*vide* Article 105 of the C. S. R.) whereas Non-Civilian Assistant Collectors can only draw an additional allowance equal to  $\frac{1}{4}$ th of the pay of the superior appointment (Article 450 C. S. R.), and they are debarred from the higher privilege which Article 104 (4) C. S. R. appears to confer on them (*vide* footnote No. 2 to that Article). This difference operates harshly on the Non-civilian Assistant Collectors and appears unreasonable, inasmuch as the additional responsibility is the same in all cases.

79,089. (VI.) *Conditions of Pension.*—The pensions of the Non-civilian Members of the Imperial Customs Service are regulated by the general conditions laid down by Government for the majority of services. Briefly the conditions are as follows:—Under Article 464 C. S. R. an officer who has reached the age of 55 years may retire on a superannuation

\* The absence of Mr. Buckney's name from the list of signatories is due to the fact that he was not employed in Calcutta when the memorandum was drawn up.

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MR. F. BUCKNEY.

[Continued.]

pension and under Article 465 an officer who has completed 30 years qualifying service may be granted a retiring pension. It is obligatory therefore for an officer of the Imperial Customs Service to be either 55 years of age or have served 30 years before he has the option of retiring. If he retires earlier he can get no pension unless permanently invalidated by a Medical Board. In many instances the strain of working in trying climatic conditions affects the health of an officer to such an extent as to render his retirement after 25 years' service advisable even though perhaps he may not be considered sufficiently ill to be permanently invalidated.

(2) In the Public Works, Telegraph, and Forest Departments a full pension can be earned after 25 years' service and a proportionate pension after 20 years' service. The age of recruitment in the three services is between 18 and 22, while in the Imperial Customs Service it is between 22 and 25. The effect therefore of the existing rules is that the earliest age at which an officer in the former services can retire on pension is, roughly speaking, 40, while the earliest age at which an officer of the Imperial Customs Service can retire on pension is 52 or 55.

(3) The amount of pension is fixed by Article 474 of the Civil Service Regulations, and amounts to 30/60ths of an officer's average emoluments for service over 25 years with a limit of Rs. 5,000 per annum. The position then is that, though the general rule lays down that a pension can be earned after 25 years' service, yet by reason of the restrictions in Articles 464 and 465 no officer of the Imperial Customs Service can voluntarily retire on pension after 25 years' service; he must complete 30 years' service when he receives a pension limited to Rs. 5,000 per annum paid in England at the rate of 1s. 9d. per rupee (*vide* Article 474). When the rate of pension was originally fixed, the rupee was worth 2s., and the pension therefore was approximately worth 42l. per annum in sterling, more than at present. Besides the loss on the originally contemplated sterling value of the pensions, recent statistical enquiries in England have demonstrated that there has been a considerable diminution in the purchasing power of the sovereign. We feel in the circumstances that the request for a proportionate compensating increase in pension is not unreasonable. After 30 years' service the pension earned by a member of the Imperial Customs Service is the same as that earned by an officer of the Telegraph, Public Works or Forest Departments after 25 years' service. Further officers in these services are entitled after only 20 years' service to a pension of Rs. 4,000, which is only less by Rs. 1,000 than that now admissible for members of the Imperial Customs Service after 30 years.

Officers of the Indian Army can obtain the following pensions:—

After 20 years' service	£ 250
" 25 " " "	400
" 30 " " "	600
" 32 " " "	700

The average age of entry into the Indian Army is approximately 21. Taking into consideration the fact that the members of the Imperial Customs Service are of the same class in life and that they have to be either in possession of a University degree with honours, or otherwise, show evidence of a high standard of education (*vide* para. 8 of Regulations for admittance into the Service issued by the India Office),\* it is felt that they should not be at a disadvantage with regard to any other service in India with the exception of the Indian Civil Service.

(4) We therefore request (i) that an officer may be permitted to retire at option after 25 years' service on a pension of Rs. 5,000 in India or 500l. sterling in England, (ii) that an officer may be allowed to retire on Medical Certificate after 20 years' service on a pension of Rs. 4,000 in India or 400l. sterling in England, (iii) that an officer may be allowed to retire

after 30 years' service on a pension of Rs. 6,000 in India or 600l. sterling in England, and (iv) that a Collector of Customs may be granted an additional pension of Rs. 1,000 in India or 100l. in England after 3 years' approved service as such, irrespective of the number of years which he has served in the department.

(v) Under Article 408 of the Civil Service Regulations the following periods of leave with allowances count as service:—

Total Service not less than.	Period of Leave out of India.
15 years.	1 year.
20 "	2 years.
25 "	3 "
30 "	4 "
35 "	5 "

An Indian Civil Servant may retire on the expiry of 25 years from the date of his covenant or from the date of the despatch announcing his appointment (whichever may be the earlier) subject to his having rendered 21 years' active service (Article 561 C. S. R.). We advocate the amendment of Article 408 of the Civil Service Regulations to permit of the following periods of leave with allowances out of India counting as service:—

10 years	- 1 year.
15 "	- 2 years.
20 "	- 3 "
25 "	- 4 "
30 "	- 5 "

on the ground that there is no apparent reason for differentiation in this respect between members of the Indian Civil Service and those of other European services, the climatic effects being the same in all cases.

79,090. (VII.) Such limitation as may exist in the employment of non-Europeans and the working of the system of division of service into Imperial and Provincial.—We are unaware of any limitations in the employment of non-Europeans, but we consider that the majority of the posts held by Collectors and Assistant Collectors should continue to be held by Europeans. We consider in view of the letter of the Government of India to the Secretary of State No. 469, dated 29th December 1904, that a reversion to the old system of Provincial Services would be a retrograde movement.

79,091. (VIII.) Relations of the service with the Indian Civil Service and other services.—At present three out of the five Collectorships are ordinarily reserved for members of the Indian Civil Service. We propose that in course of time two only of the Collectorships should be so reserved. We fully present the reservation of three of these appointments for the Indian Civil Service is necessary; but when the cadre of the Imperial Customs is filled up by men recruited under present conditions the same necessity will not arise, owing to the existence of a complete service of Assistant Collectors qualified both by education and experience. Owing to the smallness of the department there is a chance that a deserving officer may be blocked in promotion and deprived of reaping the reward of many years meritorious service—*viz.*, a Collectorship, or of receiving his reward too late to enable him to earn the extra pension reserved for those who have served in that capacity for three years. We consider therefore that two Collectorships should be definitely reserved for non-civilian Members of the Imperial Customs Service, two for members of the Indian Civil Service, and the fifth should be open to either class. We recognise that it may be some years before it would be advisable to give effect to this proposal; but we consider the matter deserving of serious consideration owing to its importance to the non-civilian Members of the Customs Service. It is likely that an increase in trade may in the future necessitate an increase in the cadre of non-civilian Assistant Collectors in which case the question will become even more pressing.

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Mr. F. BUCKNEY.

[Continued.]

Mr. F. BUCKNEY called and examined.

79,092. (*Chairman.*) The witness was recruited direct to the service. He had served six years in the department. He entered with Cambridge Honours degree and most of the officers recruited from England entered the service with similar qualifications. Two men who had failed for the Indian Civil Service examination were at present in the service. The subjects embodied in the course for the Honours degree had been of use to him as an officer of the Customs Department.

79,093. Most of the posts of Collectors and Assistant Collectors should continue to be held by Europeans on account of their close contact with the European commercial community. A European was better adapted by his training than Indians to deal with such people.

79,094. The Customs Service was divided into outdoor and indoor posts. The indoor work could be efficiently carried out by Indians, but even in indoor work an officer came in contact with the commercial community.

79,095. Since the witness had been appointed to the service, three Indians had entered the department. Two occupied the positions of Assistant Collectors in grades above him, and one was a probationer. Two of the three came in from the Provincial Service.

79,096. He proposed a scale of pay rising from Rs. 350 to Rs. 1,500 in the 22nd year of service. The majority of mercantile firms and public bodies who were employing officers of similar qualifications gave them at least Rs. 400 a month to start with. He could not give the Commission any specific instances where outside firms gave a continuous scale up to Rs. 1,500. In making the comparison he had taken account only of the difference in the initial salary. It was difficult to say what subsequent terms of employment were like in private firms, because assistants in firms had the chance of becoming partners. He agreed, however, that with the exception of the smaller salary at the start, the scale of pay of the department compared favourably with that of private firms. Assistants in the Port Commission started on Rs. 450, were given free quarters, and rose by Rs. 50. He could not say to what amount. There were difficulties in the way of officers of the Customs Service living in a chummary, but apart from these, in mercantile houses, assistants were generally given chummeries rent-free, and in many cases allowances for servants. A single man could not get accommodation in a boarding house in Calcutta for less than Rs. 150 a month. As a rule mercantile firms did not give pensions, but a lump sum at the end of a man's service.

79,097. An Assistant Collector on Rs. 500 a month did practically the same work as an Assistant Collector at Rs. 1,400 a month. The duties were practically uniform throughout.

79,098. He thought it important in the interests of the service that Indian Civil Service officers should be still included in the Customs Service. They were a source of strength and brought in fresh ideas. He agreed that most of the work in the Customs Service was routine, and did not allow much latitude.

79,099. (*Mr. Madge.*) The witness took chemistry, physics and botany for his science degree. It would contribute to a man's future usefulness in the service if a commercial subject were added to the examination.

79,100. Members in the service were not allowed to speculate, whereas men in commercial houses were allowed to do so, and thus to add to their salary.

79,101. (*Mr. Fisher.*) On the whole there was no very acute feeling of grievance with regard to the conditions of service amongst Assistant Collectors in Calcutta.

79,102. He had found his science degree very useful in his work, especially in the appraisers' department. In the preventive and ministerial departments he had found it of not so great direct assistance. A science degree was not insisted on as requisite for all persons entering the service, but it was considered desirable.

79,103. There was no particular reason why an Oriental should be unfitted for the Customs Service, but he would always work at a distinct disadvantage however he was chosen.

79,104. (*Mr. Sly.*) Other things being equal, it was an advantage to have a science man instead of an arts man in the preventive service.

79,105. The dealings of the department with the mercantile community necessitated the recruitment of University men to the service. The present class of recruits was preferable to the public schoolboy. The age was more suitable, and a University training was very useful.

79,106. So far as the higher posts in the service were concerned, there was no difference in cost between the Civilian and the members of the Customs Service. The only case in which the Civilian could be said to be a much more expensive officer was in the grade of Assistant Collector.

79,107. He had had a good deal of experience of the subordinate grades in the Customs Service. He did not consider they would furnish any material suitable for promotion to the Imperial Service.

79,108. The cost of living in Madras was considerably less than the cost of living in Calcutta, but he thought the difference was made up by the local allowance of Rs. 75 a month.

79,109. His colleagues had not discussed the necessity for a Family Pension Fund.

79,110. (*Sir Valentine Chirol.*) He had been transferred from Madras to Calcutta because a Collector at Chittagong fell sick and had to take leave, and there was already one Assistant Collector away from Calcutta.

79,111. Transfers were not regarded in the light of promotion; it was rather the reverse. The Customs Service offered no reward at all for special merit or diligence. A man in the service had no material incentive for doing good work other than the annual increments, which in any event he would go on receiving unless he was absolutely unsatisfactory. He thought such conditions were disadvantageous to any service.

79,112. The number of Collectorships open to the Imperial Service in future should not be increased.

79,113. (*Mr. Nind.*) When he said that the local allowance in Calcutta was a sufficient recompense for the extra cost of living in Calcutta as compared with Madras, he was speaking as a bachelor. In the case of a married man the allowance would not represent the difference in the cost of living. The distinction between a bachelor and a married man had been recognised in other services.

79,114. It was the fact that mercantile firms were at present recruiting very much more from the University class of man than they used to. That could be used as a very strong argument in favour of recruiting a University man for the Customs Service rather than a man direct from a public school.

The witness withdrew.

21 January 1914.]

Captain G. B. ARNOLD.

Captain G. B. ARNOLD, Transport Superintendent, British India Steam Navigation Company, Calcutta.

*Written Statement relating to the Customs Department.*

79,115. (I) **Methods of Recruitment.**—The present high class of men now recruited from Home have been a success from commencement of Imperial Service. A minimum number of appointments might be given to the Provincial Service and Natives if it were possible to do this without lowering the standard in any way.

79,116. (II.) **System of Training and Probation.**—The present system is good for Europeans, but after the first term of Indian service it would be advisable when granting usual leave to add a few months of what might be called deputation leave, and this deputation leave could be spent at the various principal centres of Customs work at Home enabling the officers to increase their knowledge and efficiency. A Native should decidedly commence his service with one year in the Home Customs among the men and shipping.

79,117. (III.) **Conditions of Service.**—Are good generally, but transfers should be made as far as possible regular, giving men a fair term in one port. This is beneficial both to the work and the mercantile community.

79,118. (IV.) **Conditions of Salary.**—These are low at the commencement as compared with men of the same age (24–25 years) in good mercantile firms, good in the middle life but might be improved toward the end seeing that there are only two or three Collectorships open to the Imperial Service as compared with partnerships in mercantile firms.

79,119. (V.) **Conditions of Leave.**—The leave does not compare well with mercantile firms: Imperial Service 4 years in 30, half pay, no passage Home or out. One month a year on full pay which may accumulate to three and be added to special leave on half pay. No furlough proper until 8th year. A better arrangement would be shorter periods, say first furlough after six

years and regular. In this connection the deputation leave referred to under paragraph 79,116 might be introduced advantageously and whilst adding to the health of the staff would at the same time improve their official efficiency. The present leave rules are more applicable to the sailing ship passage *via* Cape of Good Hope.

79,120. (VI.) **Conditions of Pensions.**—After 30 years full service Rs. 5,000 a year at 1s. 9d. is given, which does not compare well with the position of a good mercantile man after same amount of service in one firm. A proportionate pension should be given. For service in India the Provident Fund such as is now organised by the large Railways seems to me the most satisfactory form of pension relief. The service to subscribe a proportion of the fund and the Government to also subscribe an amount to be decided on when organising the scheme. One outstanding advantage of the Provident Fund is the relief given to dependents in the event of sudden demise of an officer.

79,121. (VII.) Such limitations as may exist in the employment of Non-Europeans, and the working of the existing system of division of services into Imperial and Provincial.—A Native Superintendent of Preventive service at present would not be a success, nor is he quite suited for any other outside superintendence yet, though with Home training a good deal can be done with him for inside office work. The existing system is hard on the Provincial service and should be modified somewhat to give hope to this Department. That is to say the door should be open for the highly capable Provincial men to rise to a position, say, equivalent to Assistant Collector.

79,122. (IX.) Any other points within the terms of reference to the Royal Commission not covered by the preceding heads.—The reorganisation of the subordinate departments and a time-scale of pay given, thus supporting the controlling staff with a large and capable class of subordinates.

Captain G. B. ARNOLD called and examined.

79,123. (Chairman.) The witness had been in India 27 years. He had been brought into contact with the Customs Service for the last 15 years and had been in the habit of frequently seeing officers of the various grades of the service.

79,124. On the whole the change of organisation in 1906 had proved a great success. But he emphasised the importance of making port to port transfers at regular intervals. It was a great convenience to the mercantile community to know the men they were dealing with. At present transfers were not being made on any fixed principle.

79,125. His reason for proposing that a man should have some training in England after a certain period of service in India, was that an officer working continually in India, was liable to get into a groove. Officers should go to England in order to broaden their views.

79,126. The ordinary salary received by a good employee in a mercantile firm at the commencement of his career would be Rs. 300 a month. The average age at which a man started in a mercantile firm was 21. There were some instances of men coming out as graduates of Universities at 22 and commencing at Rs. 400.

79,127. Taking the age of 30, he quoted two actual cases of Customs officers receiving Rs. 550 in comparison with the case of a young man joining a mercantile firm, who commenced at Rs. 300 running up to Rs. 800.

79,128. He would like to see the age for recruitment to the Customs Service reduced.

79,129. In mercantile firms a man usually got 11 months' leave on half pay after six years' service with a free passage out and home; this would be near about Rs. 300 a month. The periods of service qualifying for furlough after that were shorter—about four years. That was very much more favourable than the Customs Service regulations with regard to leave. With regard to pension, if a man served long enough in a mercantile house, he was pretty sure to receive a pension, but there was no hard and fast rule.

79,130. In his opinion it was not necessary from the point of view of the efficiency of the service that there should be an element of Indian Civil Service officers in the department. Now the organization had become firmly established.

79,131. (Sir Valentine Chirol.) Promotions in business firms were made by merit. It was only really good men who could look forward to the prospects of being partners, and the prospect of a partnership was a reward much greater than any promotion which could be obtained in the Customs Department. There was, therefore, always an incentive to work before a young man in the mercantile firm, but there was no such incentive in the Customs Service, beyond promotion to the two posts of Collectorship. Those were very deadening conditions.

79,132. (Mr. Sly.) He considered that for Customs work in Calcutta an Honours degree was necessary.

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Captain G. B. ARNOLD.

[Continued.]

Further, an officer in the Customs Service required to possess character, initiative, tact and ability. He would not like to see the service recruited from public school boys instead of from University men.

79,133. He had had a good deal of experience of the subordinates in the Customs Department. He thought it would be a suitable class from which to recruit a few positions in the Imperial Service, because if no incentive was held out to them there would be discontent and bad work. He put forward the suggestion, not so much in the interest of the Imperial Service, as with the object of giving subordinates of approved merit a chance of promotion.

79,134. He did not consider Indians were suitable for employment in the subordinate branch of the

preventive service, as they did not care for outdoor life. The appraiser branch would be more suitable for Indians.

79,135. A young man in a mercantile house, in addition to his starting salary of Rs. 300, received in addition free quarters, lighting, fans, furniture and servants.

79,136. He desired to limit recruitment to the grade of Assistant Collector to men imported from England.

79,137. (*Mr. Nind.*) He thought the grant of bonuses in mercantile firms was exceptional. The extras given by mercantile houses made it very difficult to work out a comparison between the pay in a mercantile firm and the pay of the Customs Service.

The witness withdrew.

At Madras, Monday, 26th January, 1914.

PRESENT:

THE RIGHT HON. THE LORD ISLINGTON, G.C.M.G., D.S.O. (*Chairman*).

Sir VALENTINE CHIROL,  
WALTER CULLEY MADGE, Esq., C.I.E.

FRANK GEORGE SLY, Esq., C.S.I.  
HERBERT ALBERT LAURENS FISHER, Esq.

R. R. SCOTT, Esq. (*Joint Secretary*).

H. H. HOOD, Esq., Officiating Collector of Customs, Madras.

*Written Statement relating to the Customs Department.\**

79,138. (I.) *Methods of recruitment.*—The non-civilian members of the service have been recruited partly in England, and partly in India from the provincial Customs Service, and in one case from the Opium Department. The qualification of candidates for recruitment in England is an honours degree, preferably in Natural Science, Physics and Modern Languages, or other evidence of a high standard of education. Candidates are selected by the Secretary of State, and are ordinarily about 23 years of age. We consider that the recruitment of the service should continue to be by selection from honours graduates of the two Universities and not by competitive examination, and would suggest that those nominated in England should be selected by a Committee of the India Council (not necessarily a Standing Committee), or possibly by the Civil Service Commissioners. Indians should, we think, be nominated in India and selected from suitable candidates among the subordinates in the Customs Department or other branches of Government Service. Nomination by a Committee is suggested in order to eliminate the possible charge of patronage by an individual. We prefer selection by a Committee of the India Council as its members have first-hand knowledge of the type of men most suitable for service in India.

79,139. (II.) *System of training and probation.*—A probationary period for officers selected in England is advisable, and the system of training now provided at the principal Indian ports is sufficient.

79,140. (III.) *Conditions of service.*—Members of the Imperial Customs Service can only be posted at the six large ports, viz., Calcutta, Bombay, Madras, Rangoon, Karachi and Chittagong, and at the four first-mentioned the cost of living is exceptionally high.

For reasons explained by the Government of India in their letter No. 469, dated 29th December 1904, to the Secretary of State, officers are liable to transfer from one port to another.

*Local allowances.*—Under existing rules Assistant Collectors receive a local allowance of Rs. 75 when posted at Calcutta, Bombay and Rangoon, but no such allowance is paid at Madras, Karachi and Chittagong. House rent and other expenses in Madras have increased during the last six years by a very considerable amount (probably 25 per cent. in the case of house rent). In Madras the Custom House is so far from the residential districts that it is absolutely necessary for all officers, however junior, to maintain a conveyance of some description. This expense is certainly greater than the difference which still exists between house rent at Madras and at Calcutta, Bombay and Rangoon, and consequently there is in reality as strong a case for the sanction of a local allowance at Madras as at the other ports. It is doubtful whether the allowance of Rs. 75 is sufficient at Rangoon, at which port special allowances are, it is understood, granted to members of some of the other services.

*Government quarters.*—As already stated, members of the Imperial Customs Service are posted at the large and expensive maritime ports; owing to the nature of their work their office hours are long, being fixed with reference to those of the commercial community; and further, some Assistant Collectors must be within call at all times. The Custom Houses are situated in parts of the cities in, or reasonably near, which it is becoming more and more difficult to obtain suitable quarters at a moderate rent, and we would therefore strongly urge the desirability of providing all members of the service with Government quarters at a reasonable rent.

79,141. (IV.) *Conditions of Salary.*—The scale of pay sanctioned for the department is as follows:—five Collectorships two (2,050), two (2,250), one (2,500) (with a local allowance in three cases). Three out of the five, are reserved for members of the I.C.S. Three Civilian Assistant Collectors on 1,000—

\* This Statement was prepared by the undersigned Assistant Collectors:—Messrs. P. Eccles, I.C.S. and H. H. Hood, Bombay; W. W. Nind, Rangoon; C. R. Watkins, Bombay; G. N. Bower, F. Buckney, Madras, and P. W. Singleton, Bombay.

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Mr. H. H. Hood.

[Continued.]

100-1,300-50 (biennial) 1,400 18 non-civilian Assistant Collectors on 300-50-1,150-50 (biennial) 1,400. The proportion of higher appointments open to non-civilian Assistant Collectors is 11.1 per cent. of the number of appointments in the general list.

The social and educational qualifications of candidates recruited for the Imperial Customs Service are identical with those of the men recruited for the enrolled list of the Finance Department, and it is common knowledge that the new time-scale for the former service was modelled on that previously sanctioned for the latter department. It is therefore relevant to compare with the above scale of pay the scale for non-civilians in the Finance Department which is as follows:—

- |  |  |
|--|--|
| 6 out of 9 Accountants-General   | { 4 (2,250).<br>3 (2,500).<br>2 (2,750). |
| 11 out of 12 Assistant Accountants-General on 1,500-60-1,800.          |  |
| 135 Assistant Accountants-General on 300-50-1,250-50 (biennial) 1,500. |  |

The proportion of Accountants-General and 1st class Assistant Accountants-General is 12.6 per cent. of the number of appointments in the general list corresponding to the cadre of Assistant Collectors of Customs. In the case of the latter officers the proportion of higher appointments is, as previously stated, 11.1 per cent.

From a comparison of the figures it is evident that the pay and prospects of the Imperial Customs officers are inferior in the following further respects to those of the officers in the Finance Department:—

(a) A Customs Assistant Collector only rises to Rs. 1,150 by annual increments, whereas an Assistant Accountant-General rises to Rs. 1,250 by annual increments.

(b) A Customs officer rises to Rs. 1,400 whereas a Finance officer rises to Rs. 1,500.

(c) Collectors of Customs receive lower salaries than Accountants-General, and though this is partially counterbalanced by the local allowances granted in some instances to the former, the result is that privilege leave allowances are correspondingly lower.

It may be observed that, in addition to the points noted above, in which the Customs Service compares unfavourably with the Finance Department, the majority of Assistant Accountants-General are promoted to the Class I. cadre on 1,500-60-1,800 before they reach the period at which their increments become biennial, and assuming the existing period of service and a uniform rate of recruitment of 4 or 5 men a year, this must always be the case. In the Imperial Customs Service there are only two appointments to which its members can aspire on a higher salary than Rs. 1,400, and this is, we think, a sufficient reason for permitting an Assistant Collector to reach the top of the scale in the 22nd year of service. Under existing conditions an Assistant Collector in the Imperial Customs does not attain a salary of Rs. 1,400 until the 28th year of service, and if the scale sanctioned for the Finance Department had been adopted he would not draw Rs. 1,500 until the 30th year of service. There are no appointments in the Customs corresponding to those on 1,500-60-1,800 in the Finance Department. In order to secure the best candidates, as well as in the interests of the present members of the service, we consider that it is most desirable that the time scale recently sanctioned should be improved. The improvements suggested are:—

(a) That the maximum should be raised from Rs. 1,400 to 1,500.

(b) That the period of service necessary to attain the maximum salary should be materially reduced.

(c) That the biennial increments should be discarded in favour of annual increments.

We would urge that higher salaries should carry higher increments in accordance with the generally accepted practice, instead of the reverse, more especially as the expenses of a married man increase very rapidly when his family is growing up, and two establishments have frequently to be maintained. The

scale which we advocate is Rs. 1,000-100-1,500 in the case of civilian Assistant Collectors, and Rs. 300-50-1,050-75-1,500 in the case of non-civilians.

The initial pay is small and compares unfavourably with that on which juniors in some of the leading firms and exchange banks commence; but in view of the local allowances at Calcutta, Bombay and Rangoon, it does not appear necessary to increase it provided that a local allowance at Madras, as proposed in para. (III.) 2 of this memorandum, is sanctioned. It is understood that probationers are not likely to be posted at Karachi and Chittagong. That the probationer really does experience difficulty in living at the expensive maritime towns in a manner suitable to his position can be readily shown, and it is suggested that on the analogy of the Resolution by the Government of India, Finance Department No. 3489-E-O, dated the 22nd June 1906, the following concession should be granted. "In the case of probationers, the initial pay will be Rs. 300 for those appointed in England, and Rs. 200 for those appointed in India, to be raised to Rs. 400 on passing the departmental examination. Thereafter their pay will be fixed according to the general time scale, Rs. 300 being taken as the starting point."

*Acting allowance.*—Civilian Assistant Collectors of Customs, officiating as Collectors, draw acting allowances at the rate of two-thirds of the difference between the pay of the appointment and their substantive pay. (*vide* Article 105 of the C.S.R.). For non-civilian Assistants, the additional allowance is only one-fifth of the pay of the superior appointment (Article 140 C.S.R.), and they are debarred from the higher privilege which Article 104 (4) C.S.R. appears to confer on them (*vide* foot-note No. 2 to that Article). In the case of a non-civilian Assistant Collector on Rs. 1,200 acting as a Collector in the lowest grade, the difference exceeds Rs. 150. There appears to be no good reason for this differentiation in regard to the scale for acting allowances, and we accordingly ask that the basis of calculation may be the same for all members of the Imperial Service, the additional responsibility being the same.

70,142. (V.) Conditions of leave.—Members of the Imperial Customs Service recruited in England are subject to the European leave rules. The Royal Commission on decentralization made certain specific proposals (*vide* para. 157 (1) of their report) in regard to leave which are now being considered by the Government of India together with other simplifications of the rules. It is proposed to abolish the restrictions under which leave can now only be taken after stated intervals, and to allow leave earned to be granted at any time, provided the officer could be spared. The proposals constitute a most welcome concession, and it is hoped that they will be sanctioned. In this connection, however, there is one point which calls for notice, namely, the question of a leave reserve. Under the proposed system, an officer may have leave, provided that the number of absent officers does not exceed the fixed leave reserve, or, if the service has no regular reserve, one-eighth of the strength of the service, or such other proportion as Government may determine. It is believed that there is no regular leave reserve for the Imperial Customs Service, though the Government of India, in making their proposals for the inception of the service, referred to the three probationers as being available to fill leave vacancies. (No. 469 Finance and Commerce dated the 29th December 1904.) The non-civilians in the Service number 20, including two Collectors: one-eighth of this number is 2, and so the number of members of the service who could be on leave at one time would be only 2. This number is not sufficient. Provision is made in the case of the Indian Civil Service for 20 per cent. of its members to be on leave at one time, and it is hoped that the same proportion of absentees will be permitted in the Imperial Customs Service. The gradual substitution of members of the Imperial Service for the Assistant Collectors in the provincial cadres, and the removal of existing restrictions, will necessarily result in more frequent requests for leave.

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[Continued.]

79,143. (VI.) Conditions of pension.—Under existing rules a Non-civilian member of the Imperial Customs Service is entitled to a maximum pension of Rs. 5,000 after a service of 25 years, or Rs. 6,000 if he has served for 3 years as a Collector (Articles 474 and 475 of the C. S. R.). An officer in the Imperial Customs Service may voluntarily retire at the age of 55, or on completing 30 years of qualifying service (Articles 464 and 465 C. S. R.). Under Article 408 of the C. S. R. the following periods of leave with allowance count as service:—

Total service not less than	Period of leave out of India
15 years.	1 year.
20 "	2 years.
25 "	3 "
30 "	4 "
35 "	5 "

An Indian Civil Servant may retire on the expiry of 25 years from the date of his covenant or from the date of the despatch announcing his appointment (whichever may be the earlier), subject to his having rendered 21 years' active service (Article 561 C.S.R.). Pension paid in England is payable on a rupee basis at an exchange value of 1s. 9d. (Articles 469 and 934 C.S.R.). The ameliorations which we advocate are:—

(i) Payment of pension in England in sterling at the rate of 100l. per Rs. 1,000 per annum.

(ii) Voluntary retirement after 25 years' qualifying service, even in the case of the special additional pension permitted under Article 475 C.S.R.

(iii) Amendment of Article 408 of the C.S.R. to permit of the following periods of leave with allowance out of India counting as service:—

10 years	-	1 year.
15 "	-	2 years.
20 "	-	3 "
25 "	-	4 "
30 "	-	5 "

(iv) Payment to the estate of an officer who dies before retirement of the amount for which a portion of his invalid pension could have been commuted if he had retired on medical certificate.

Our reasons for advocating an increased pension are as follows:—

(a) The pension of Rs. 5,000 was fixed at a time when the rupee was worth about 2s. and the sterling value of Rs. 5,000 was therefore about 500l.

(b) The cost of living in England has increased very considerably. Mr. G. S. Barnes, of the Labour Department of the Board of Trade, has shown in his tables prepared for the information of the Select Committee inquiring into the conditions of employment in the English Postal Service, that the purchasing power of the sovereign has fallen from 20s. in 1895 to 16s. 3d. in 1912.

(c) It has been recognised that pensions may be regarded, to some extent, as deferred pay, and the fact that salaries have been increased in India to meet the increased cost of living is an argument in favour of higher pensions.

We suggest that provision be made for optional retirement at an earlier date because we think that conditions in India have changed since the Civil Service Regulations were framed. Work in Government offices generally is more exacting than it used to be, and cases cannot fail to occur where the health of an officer, though not bad enough to warrant retirement on medical certificate, would be so impaired by many years of strenuous work under the trying climatic conditions prevailing at the Indian ports, that his mental and physical condition would render his retirement after 25 years service desirable both from the point of view of Government as well as of himself. Moreover, the domestic sacrifices involved by service in India, even when the conditions are most favourable, seem to justify early retirement. We urge a more liberal allowance of leave counting as service as we consider it advantageous both to Government and the service to induce officers to take more leave for the benefit of their health. There is

no apparent reason for a differentiation in this respect between members of the I.C.S. and those of other European services, the effect of climate on health and general fitness being the same. We contend that the request for the payment to his estate of the commutable portion of the allowance to which an officer would have been entitled had he lived and retired on an invalid pension is logical and worthy of consideration either now or subsequently. The concession would undoubtedly be very helpful in many cases.

79,144. (VII.) Such limitations as may exist in the employment of non-Europeans and the working of the system of division of service into Imperial and Provincial.—We are unaware of any limitations in the employment of non-Europeans, but we are of opinion that a majority of the appointments of Assistant Collectors must continue to be held by Europeans. We refer more especially to those appointments involving the supervision of a large staff of European Preventive Officers, or considerable intercourse with seafaring men. The service was formerly Provincial, and for reasons given in letter No. 469, dated the 29th December 1904, from the Government of India to the Secretary of State, it was decided to make the service an Imperial one. There do not appear to be any reasons for reverting to the old system.

79,145. (VIII.) Relations of the service with the Indian Civil Service and other services.—As stated in paragraph 79,141 *supra*, three out of five Collectorships are reserved for members of the Indian Civil Service and there is a cadre of three Civilian Assistant Collectors. We have no doubt that the appointment of Indian Civil Servants is at present a source of strength to the department. In years to come, however, when non-civilian Assistant Collectors recruited in England have gained experience, the question will arise whether these officers, specially recruited and trained for Customs work, will not be able adequately to fill all the posts in the department. We would urge that it is no longer necessary to reserve absolutely three of the Collectorships for members of the Indian Civil Service, and would represent that the non-civilian members of the service may reasonably ask that two Collectorships should be reserved for them, and that in the event of a difficulty in finding a civilian of sufficient seniority and Customs experience, or for other special reasons, a third non-civilian might be appointed as Collector in either an officiating or a substantive vacancy.

#### 79,146. ADDITIONAL REPRESENTATION BY MR. H. H. HOOD IN CONTINUATION OF PARAGRAPH 79,145.

In order to show one possible effect of the reservation of three out of the five Collectorships for members of the I.C.S., I wish to quote my own case, which is exceptional.

As the result of a request made by the Government of India for the services of an officer in the English Customs, I was selected in 1907 by the Board of Customs in London. The selection was approved by the Secretary of State for India, and I commenced work at the Calcutta Custom House in November 1907.

I have now nearly 19 years' service—more than 13 years in the English Customs, and about 5½ in India. My experience at home covered all branches of work in London and at other ports, and in 1901, when the war taxes were being imposed, I was offered the post of private secretary to the Chairman of the Board. More than 10 years ago, and subsequently, I officiated as Collector, and yet, if the reservation of three of the Indian Collectorships for the I.C.S. be adhered to, it will, in the ordinary course, probably be more than five years from now before I can be appointed to a substantive vacancy of Collector. In the meantime, substantive and officiating vacancies in the civilian cadre will occur which, if given to civilians, must be filled, it would appear, either by comparative junior officers with a few years' Customs experience, or by more senior officers with no Customs experience at all.



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[Continued.]

Mr. H. H. HOOD called and examined.

79,147. (Chairman.) The witness joined the Customs Department after serving 13 years in the English Customs. One of the main features of the Madras, and other Indian Custom Houses, as compared with the English Customs, was the employment of a large number of clerks and officers on very low rates of pay. In Madras 50 per cent. of the staff were on salaries of Rs. 30 a month and under. The effect was that the work of the Customs staff required a great deal of supervision. In England the subordinates who were relatively much better paid could be relied upon, very often, to make suggestions for improvement, whereas in India such suggestions came entirely from the gazetted officers and superior staff, and they were thankful if they could get the mere routine work done accurately and satisfactorily.

79,148. The English Customs Service was now recruited at the school-leaving age by open competition. It would be scarcely possible to utilize that examination for the purpose of recruitment in Madras and the witness would prefer the existing system, *plus* competition. Since submitting his written statement it had occurred to him that a combined competitive examination among nominated candidates might be held for the Finance and Customs Departments and one or two of the smaller services. For India, selection was of the first importance.

79,149. Newly recruited officers were rather too old if they came out to India at the age of 24; 22 was a more suitable age.

79,150. The majority of the appointments in the Assistant Collector class should be held by Europeans, because those officers came in contact with a good many Europeans and Americans without previous experience of India and Indians. People who had no experience of India were often irascible, particularly Englishmen who were representatives or members of commercial firms in England. They were not accustomed to the restrictions of the Indian tariff, and required very careful handling. If they had to deal with Indians, they had the feeling that Indians did not understand their point of view and requirements so well, and did not pay very much regard to what was said to them. He admitted that there were some Indians who were brought into contact with European traders.

79,151. He would like, if possible, to recruit Indians for the upper branch of the service by promotion from the appraising department, but in order to do that the right class of Indians would have to be attached to the department as Appraisers. Under the present rules there was power to appoint expert Appraisers on rates of salary above the normal minimum. An Indian who had been employed in a high position in a piecegoods firm could be brought into the Customs Service as an expert Appraiser on a salary exceeding the minimum prescribed for Assistant Collectors.

79,152. The main advantage in having Indian Civil Service officers in the Customs Service was that the new Imperial Service officers were all young men. If, however, they had been older men, they would have been just as well qualified as Indian Civil Service officers. Any advantage which had been obtained from the employment of Indian Civil Service officers had been counteracted by the frequency with which they had been changed. For instance, whilst he was in Calcutta, he served under three Collectors during a period of two years and nine months. That was decidedly bad. He would continue the employment of Indian Civil Service officers in the department for a few years longer. The department possessed some good men of its own, but they were too young to fill the higher posts.

79,153. An Indian Civil Service officer should serve for five years as Assistant Collector prior to his appointment as a Collector. He knew of instances where Indian Civil Service officers had become Collectors in a shorter period than that. In a recent case an officer

had been appointed to the Collectorship of Customs in Calcutta notwithstanding the fact that he had had no experience of Customs' work.

79,154. He advocated a year's probation in India for officers selected from England.

79,155. He did not think it was necessary that officers of the Customs service should be sent to England to gain experience of the English Customs Department. If an officer were sent, it would be very difficult indeed for him to assimilate the information that would be useful to him in India. It would be far preferable in exceptional cases for an officer from the English Customs to be recruited to the Indian service, as he himself had been. In such cases the officer brought out should receive considerably more pay than men of the same age already in the Indian Service.

79,156. There were no local allowances at Madras as was the case in Calcutta, Bombay and Rangoon, and he asked that Madras should be placed on the same footing as those three centres. The ground for refusing an allowance originally was that Government considered that the cost of living in Madras was not so high as it was elsewhere: but there were certain expenses which were higher in Madras than in Calcutta, Bombay or Rangoon.

79,157. On the average, assistants in private firms were better off than European officers in the Customs service at the initial stages of their Service. A good many men in private firms began on Rs. 400 and received free-quarters. After some years however, the advantage probably lay with the officers of the Customs Department. He would point out that commercial men came out on short term agreements, and if they were good men, they might get better terms when the agreement ended.

79,158. Assistant Collectors in the Customs Service were not all doing work of the same responsibility. He quite agreed that a time scale going to Rs. 1,400 was much too long without any charge bar. He would put the charge bar at about Rs. 800.

79,159. There was some difficulty in officers obtaining leave on account of the shortage of the cadre. The leave in the Customs Service compared favourably with the leave of officers in private firms, if it could be obtained when earned. The service required the addition to the cadre of one or two more Assistant Collectors, in order to provide for an adequate leave reserve. It was most important that officers should be able to take furlough before the completion of eight years' service; and he suggested that they should receive furlough after four years' service.

79,160. He made the claim for earlier retirement on the ground of unhealthy conditions. He did not know that the physical conditions under which men in Madras were living to-day were appreciably superior to the conditions of 10 years ago. There had been some improvements, but it was most desirable that a man who had lived through a number of hot weathers in Madras and the other Indian ports should be allowed to retire after twenty-five years' service. European hours not suited to tropical Indian conditions were observed, and Customs efficiency greatly depended on outdoor supervision. The extent of this supervision was entirely a matter of conscience; and after long service under trying conditions energy would often be impaired. In such cases Government would benefit by earlier retirement. Further he thought it was asking a greater sacrifice than Government had the right to ask, to require officers to do thirty years' service, and possibly to retire at fifty-five. In India a man was debared from a great many of the things which went to make up life outside office work. A reasonable age for retirement would be fifty.

79,161. As regards pension he pointed to the fact that in England the Superannuation Act had been so amended as to make some provision for wives and families in consideration of a reduction in the scale of pensions; and he thought that a similar scheme ought

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[Continued.]

to be applied to India. He would personally prefer a scheme of this kind to a family pension fund, but he did not know the views of his colleagues as to a family pension fund.

79,162. (*Sir Valentine Chirol.*) Before coming out to India, the witness had served for a number of years as personal assistant to the Collector of Customs at Liverpool. He had subsequently been employed for a time in the Secretary's Department in London. Then he went to the outposts and acted as a Collector. In this way he had acquired thorough experience of the whole work. The system in vogue in India would offer similar opportunities for a man to get thoroughly acquainted with the whole workings of the Customs service if the cadre were a little stronger. At present some Collectors and Assistant Collectors had too much desk work and not sufficient opportunity for personal supervision.

79,163. He did not personally think that the stress which had been laid upon the necessity of a high academic qualification for recruitment to the Customs service was really justified.

79,164. He would be prepared to say that the time had arrived when no posts in the Customs service should be absolutely reserved for Indian Civil Service men. Indian Civil Service men should only be appointed when it was possible to find a qualified man belonging to the department.

79,165. (*Mr. Sly.*) It would be difficult to give any comparison between the scale and salaries in the English Customs and that prevailing in India. The whole service in England was under reorganization at the present time. He could say that an officer who had entered the English Customs service in the same way and in the same year as he himself did, was now assistant secretary to the Board in London on a salary of 850*l.*, rising to 1,000*l.*; and there were some men junior to him in England who were now committee clerks rising to 800*l.* a year. The Collector of Liverpool received 1,200*l.*, and the Collector of London 1,100*l.* One of the advantages of the English Customs service in the past had been that promising young men were picked out and put into important positions and the effect of this was that the Collectors at Liverpool and other large ports held the posts for many years: this was a great administrative advantage.

79,166. He came out to India on a five years' agreement. He was paid Rs. 1,150 a month *plus* the local allowance at ports where it was paid. After the five years' agreement had expired, he was permanently attached to the Indian Customs service.

79,167. He could not estimate the difference in the cost of living in Madras and Calcutta, as he was a bachelor, and had always lived at clubs. House-rents in Madras had increased from 20 to 25 per cent. during the last six years.

79,168. It would be difficult to draw a distinct line across the time scale, and say that the work attached to appointments above that should be of a specific character, because some ports were smaller than others and at the smaller ports work had to be allocated in a different way. A certain number of higher grade Assistant Collectors could, however, be distributed among the ports for specific reasons in each case.

79,169. He had not the figures\* of the Customs revenue of the Port of Madras, but in Calcutta the revenue came to more than two millions sterling a

year. The revenue largely depended on the efficiency of the staff, particularly in regard to appraisal of values. A small difference in the valuation of piece-goods would make a substantial difference in the Government revenue so that a staff of fairly high qualifications and of great probity was required for the security of the revenue. With regard to piece-goods, that was so technical a subject that it was one of the reasons he had for saying he would be glad if Indian Assistant Collectors could be recruited from large mercantile houses. He agreed that such men would have to be brought in at a fairly advanced age, but they ought to be satisfied with a commencing salary of Rs. 500 a month.

79,170. The subordinate Customs service employed in the appraising department and in the preventive service would not form a suitable avenue of recruitment for European officers to the Imperial Customs service. The service aimed at getting its European appraisers from wholesale and retail mercantile houses. If it could obtain high class Indians from trading firms, they would be very suitable men for recruitment to the Imperial service, but until the large firms commonly employed high class Indians there would be difficulties.

79,171. (*Mr. Fisher.*) It would not be desirable to lay down a rule to the effect that in each of the great ports at least one officer in the Imperial service should be recruited through the English Customs, because of the difficulties in reconciling the claims to promotion of such officers with those of the officers recruited in the ordinary way. All he wished was that somebody in the Imperial service should have been recruited in that way.

79,172. During his year of probation, a probationer would sit in the different departments alongside the Assistant Collector, and see the work which was being done. At the same time he would study the Customs Acts. It was not necessary to lay down a limitation that a man should specialize in one department.

79,173. (*Mr. Madge.*) He had found his English experience of considerable value to him in carrying out his duties in India. Personally he had no difficulty in adapting that experience to Indian conditions, but possibly that was a matter of temperament. There might, in other cases, be some difficulty in that direction.

79,174. He thought that in time recruitment to the service from the Indian Civil Service should cease altogether. He knew of cases, which would take too long to relate, where the Customs experience of Civilian officers had been insufficient to justify their employment as Collectors in order that they might subsequently advise the Government of India on technical points connected with Customs revenue. There were no Indian Civil Service officers in the Customs service at the present time who were in it when he came out six years ago.

79,175. It was, he thought, the fact that the attraction of salary in some cases drew men into the department who had no intention of stopping there long: they simply stayed in the service as long as it was convenient to them, and then left.

79,176. He would approve of men in the provincial service being promoted to the position of Collector if they were found in all respects qualified, but would not lay down any hard-and-fast rule. At present only one Collector in the Imperial service had been promoted from the provincial service. In order to attract the best class of men available in India, some such prize appointment should at least be open to them. He preferred recruitment from men who had had a training in natural science. A knowledge of commercial matters was very useful to a Customs officer, as was also a knowledge of chemistry.

The witness withdrew.

\* The witness afterwards put in the following figures showing the Customs revenues collected at the five large ports for the year ending 31st March 1913:—

	£
Calcutta	2,764,212
Bombay	2,285,851
Rangoon	1,034,660
Karachi	558,829
Madras	495,782

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RAO BAHADUR S. T. BHANDARE.

At Bombay, Monday, 9th February 1914.

PRESENT:

THE RIGHT HON. THE LORD ISLINGTON, G.C.M.G., D.S.O. (*Chairman*).

SIR VALENTINE CHIROL.

GOPAL KRISHNA GOKHALE, Esq., C.I.E.

WALTER CULLEY MADGE, Esq., C.I.E.

And the following Assistant Commissioner :—

R. F. L. WHITTY, Esq., I.O.S., Collector of Customs, Bombay.

FRANK GEORGE SLY, Esq., C.S.I.

HERBERT ALBERT LAURENS FISHER, Esq.

R. R. SCOTT, Esq. (*Joint Secretary*).

RAO BAHADUR SADANAND TRIMBAK BHANDARE, late Assistant Collector of Customs, Bombay.

Rao Bahadur S. T. Bhandare was examined upon the Corporate Written Statement put in by Mr. Hood (*vide* paragraphs 79,138-45), with which he stated that he generally agreed, except in the following particulars:

79,177. (I.) Method of recruitment.—(*Paragraph 79,138*). It is suggested that Indians should be selected from suitable candidates "among the subordinates" in the Customs Department or other branches of "Government Service." Government of India in their Resolution No. 9651-21, dated 10th December 1906, say that in so small a service it would be "inconvenient" to fix any particular appointments to be reserved "for natives of India, and the appointments will therefore be made wholly by selection from among 'subordinates or by first appointments.'" The places in the cadre being limited, if the selection is thrown open to other departments than the Customs, the chances of subordinates in the latter department will be practically nil. If outside selection has to be made, the candidate must fulfil the condition:—(1) that he is educationally fit; and (2) that he has had mercantile experience.

79,178. (IV.) Conditions of salary.—(*Paragraph 79,141*.) The initial pay of a probationer selected by (1) educational and (2) mercantile experience will depend on his age and ability. It will be much higher than the man who is selected for merely taking an honour's degree.

79,179. (VII.) Such limitations as may exist in the employment of non-Europeans and the working of the system of division of service into Imperial and Provincial.—(*Paragraph 79,144*.) As the paragraph stands, the second sentence practically implies

that non-Europeans are incapable of filling such offices as involve the supervision of "a large staff of European Preventive Officers or considerable intercourse with seafaring men." I demur to this opinion. I think it depends upon the character of the officer selected, whether a European or non-European can control the two classes of men specified. We had a Parsee Officer in control and there is the case of Mr. C. S. Basnyan, who has been the Advocate General and a High Court Judge in Madras, and whose control of the Customs Department, consisting mostly of European officers, and his relations with European ships and ships' crews and European passengers in his initial career in the Customs did not suffer any drawback because he happened to be a Hindu and a Brahmin. (*Vide* the Proceedings of the Sub-Committee, Public Service Commission, relating to Customs Department, printed, Government of India, Calcutta, 1887, page 3).

79,180. VIII.) Relation of the Service with the Indian Civil Services and other services.—(*Paragraph 79,145*.) I do not think any reduction in the number of Collectorships held by members of the Indian Civil Service should be made. Some of the non-Civilian Assistant Collectors recruited in England may be educationally as good as the Civilians, but for many years to come the Members of the Indian Civil Service should hold the Collector's posts at the three principal Ports in India, and when these posts are thrown open to non-Civilians they should be open to those recruited in England as well as in India; merit being the chief qualification for appointment. However, the question does not require solution at present.

RAO BAHADUR SADANAND TRIMBAK BHANDARE called and examined.

79,181. (*Chairman*.) He had recently retired from the post of Assistant Collector of Customs. He had been 18 years in the Government service. He was previously in the mercantile profession.

79,182. He agreed generally with the written statement submitted by the Imperial Customs Service, but took exception to the suggestion that the Head of the Preventive Service should necessarily be a European. There were Indians who could quite well carry out this work of the Preventive branch. Unless Indians were given an opportunity of proving their worth, it should not be said that they were incapable.

79,183. On occasions when he had been brought into contact with the European commercial community he had experienced no difficulty whatever; but he admitted that he was in rather an exceptional position owing to his previous commercial experience which gave him an inside knowledge of commercial life. If the Imperial Customs Service was organised, as to attract members of the mercantile community it would be a very good thing. Nowadays big commercial firms employed young men with similar qualifications to those which were necessary for entry into the Customs. If such men were attracted to and joined the service the period of time which they had spent

in mercantile life previous to entry should be counted towards pension.

79,184. It was absolutely necessary that certain members of the Indian Civil Service should be employed in the Customs Service. Their employment was in the interest of the administration of the department; they also gave tone to the service. Even assuming that officers recruited to the service were suitable men with proper qualifications, he would not agree that it would be better in future for the service to be self-contained.

79,185. Officers on the time-scale running from Rs. 300 to Rs. 1,400 were not all doing work of the same value and responsibility. When a man reached Rs. 700 he began to take up higher class work.

79,186. (*Sir Valentine Chirol*.) In his experience he had always found that Indian Civil Service officers, whether junior or senior, were a much better class of men than any imported outsiders.

79,187. (*Mr. Madge*.) There might be some force in the argument that Europeans got on better with European seamen and others of that class, but the Japanese Customs Service was manned by natives, and no difficulty was experienced. He did not object to the employment of Europeans and Eurasians, but the

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[Continued.]

argument for the exclusive employment of Europeans as Heads of the Preventive Department did not hold.

79,188. It was not his experience that Indian Civil Service simply joined the Customs Service from motives of personal convenience.

79,189. (Mr. Fisher.) A man on Rs. 700 had acquired more commercial and general knowledge than a man on Rs. 250. He had to take charge of appraising work and to decide finally disputes about values. Previously such an officer would refer such matters to the Collector.

79,190. He did not suggest that the whole of the department should be recruited from men with 5 or 10 years' mercantile experience.

79,191. The percentage of Indians selected in India should be raised to one-third instead of one-sixth as at present. There were many things which Indians knew instinctively and which the European had to learn; for instance, the customs of the people. The one-third proportion could be obtained from men who possessed both good educational qualifications and mercantile experience. If it was known that the Customs authorities would select from amongst such a class, educated men would enter mercantile houses.

79,192. (Mr. Sly.) He did not wish to abolish promotion for subordinates, but the difficulty was that often the general education of subordinates was not sufficient to qualify them for carrying out the duties of Assistant Collectors; but that difficulty would be minimised when the new commercial college in Bombay

The witness withdrew.

F. D. LALKAKA, Esq., Assistant Collector

*This witness was examined upon the corporate written Statement put in by Mr. F. Buckney, vide paragraphs 79,086-91, to which he was a signatory.*

79,197. (Chairman.) He had served in the Income Tax Department in 1898. He was then transferred to the Appraising Department of the Bombay Customs. He was subsequently taken into the Provincial Service and finally he was drafted into the Imperial Service.

79,198. He had been employed in Karachi, Madras, Calcutta and Bombay. His transfer from Madras has been of his own seeking, and his transfers from Calcutta and elsewhere were owing to the exigencies of the service.

79,199. While he held the view that the majority of posts of Collectors and Assistant Collectors should be held by Europeans 'was that it was necessary to preserve the British character of the administration.

79,200. The present mode of recruitment of Indians to the Imperial Service was quite satisfactory, but a certain proportion of the Assistant Collectorships in the Imperial Service should be reserved for Indians. The selection of Indians should first be made from the subordinate service, providing suitable men were available. Failing a suitable candidate from the subordinate service, Indians should be selected from outside. As a vacancy occurred, each Province should supply Indians in turn. At present all the Indians selected were from Bombay. He did not know the reason.

79,201. He did not think a commercial training was absolutely necessary for the Customs Service. The best training a Customs officer could obtain was during the course of his service in the Department. The present mode of recruitment for that purpose was quite suitable. He agreed that in the appraising branch a knowledge of commercial matters would be of great assistance, but in the other departments mercantile experience was unnecessary.

79,202. He saw no reason for regarding a European education as a necessary qualification for an Assistant Collector of Customs.

79,203. He requested an increase in the maximum pay of Assistant Collectors of from Rs. 1,400 to Rs. 1,500 so as to bring them into line with the Finance Department.

79,204. He agreed that at three ports the Assistant Collector of Customs was getting a salary, including

was instituted. The annual Customs revenue of Bombay was 3 crores 40 lakhs, of which more than one-third was made up by duties on piece-goods, and about 60 lakhs came from silver. The revenue derived from piece-goods depended to a substantial extent on the efficiency of the Appraisers' Department; a small difference in the valuation would make a substantial difference in the revenue.

79,193. (Mr. Whitty.) It might be the case that if appraisers were appointed to the Imperial Service, it would be necessary to throw the Imperial Service open also to officers of the Preventive Department as appraisers were often selected in Calcutta from the Preventive officers.

79,194. He did not consider any special training was necessary in the case of Assistant Collectors; they could pick up the procedure quite easily.

79,195. He could not quite understand the newspaper agitation in regard to the frequency of transfers of Collectors. He knew of at least half dozen officers who had remained in the Customs for five or six years.

79,196. He did not know whether an Indian Assistant Collector would be happy in charge of a Preventive Department which consisted of 250 Europeans and Anglo-Indians. If an Indian aspired to be an Assistant Collector he must do his work well, and take up any work he was called upon to do whether he liked it or not. Until an Indian was tried in the position no one had the right to say he was not fit for it.

of Customs, Bombay, called and examined.

local allowance, of Rs. 1,475, but such allowances ought not to be taken into consideration, as they were given to equalise the conditions of service of Assistant Collectors stationed at different ports. At certain ports the cost of living was much less than it was at other ports. He suggested that Assistant Collectors at Bombay, Calcutta and Rangoon should rise to Rs. 1,575. He would also increase the local allowances of Bombay and Calcutta by Rs. 50. It was true that the Customs officers started at Rs. 375, whilst the Finance officers received Rs. 400. In his view an initial salary of Rs. 375 was too small.

79,205. It would not be practicable to divide the Assistant Collectors into two grades according to the responsibility of their work, because all departments were of equal importance.

79,206 With regard to the claim put forward for earlier retirement on the ground of the strain of work, he admitted that in some ways that strain had become less of recent years.

79,207. (Mr. Sly.) Six officers of the Customs Department had been promoted to the Imperial branch of the service, two of whom were Indians, and four were Europeans. Two of those six men had been promoted in Calcutta and four in Bombay. All directly recruited Indians had been appointed from the Bombay Presidency. He did not think it was the case that the best selection was obtained from the Bombay Presidency. There were just as good men in Calcutta or Madras as in Bombay. The men recruited in Bombay at the present time had absolutely no commercial training. The Appraising Department was the only department where a man of commercial training would be better than a man who had not that training.

79,208. An Assistant Collector was under training for an average period of two years during which time he had no definite responsibilities. At the end of the two years' training he was appointed to the charge of a branch.

79,209. (Mr. Fisher.) He was in favour of the promotion of a certain number of men from the subordinate service. He also thought it was important that the Department should be manned by persons with good general education. There were very few members of the subordinate service who had received a University education, but if it was

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[Continued.]

known that subordinates would be drafted into the Imperial Service, a much better class of men would be attracted. At present he had to admit that the field of selection from the subordinate service was necessarily very restricted.

79,210. (Mr. Madge.) When Government decided that an Indian should be appointed to the Imperial Service, it should not restrict its selection only to one Province. There was just as good opportunities for an Indian to acquire a commercial training in Calcutta as there were in Bombay.

79,211. (Sir Valentine Chirol.) He did not see any serious objection in principle to taking into the service experienced men who had previously had very close

relations with large commercial firms, with whom they would subsequently have to deal in the Customs House.

79,212. It would not be desirable to remove the disparity between his service and the Finance Department by reducing the conditions of service in the Finance Department to the level of those now in force in the Customs Department.

79,213. (Mr. Whitty.) He agreed that the system of promoting subordinates to higher ranks was given a lengthy trial, and by the universal consent of all the Chambers of Commerce, had proved to be a failure. Whenever a suitable man was found, however, in the subordinate ranks, he should be promoted.

The witness withdrew.

At Bombay, Tuesday, 10th February 1914.

PRESENT:

THE RIGHT HON. THE LORD ISLINGTON, G.C.M.G., D.S.O. (Chairman).

Sir VALENTINE CHIROL.  
GOPAL KRISHNA GOKHALE, Esq., C.I.E.  
WALTER CULLEY MADGE, Esq., C.I.E.

FRANK GEORGE SLY, Esq., C.S.I.  
HERBERT ALBERT LAURENS FISHER, Esq.

And the following Assistant Commissioner:—

R. F. L. WHITTY, Esq., I.C.S., Collector of Customs, Bombay.

R. R. SCOTT, Esq. (Joint Secretary).

Sir C. H. ARMSTRONG, Chairman, Chamber of Commerce, Bombay.

*Written Statement relating to the Customs Department.*

79,214. (II.) System of training and probation.—The present system appears to work satisfactorily, and the Committee have no criticisms to put forward.

79,215. (III.) Conditions of service.—These are believed to be satisfactory. As, however, the Imperial Customs Service has only been established six years, it is perhaps too early to judge as regards the prospects of the Assistant Collectors in this service who are recruited from the English Universities.

79,216. (IV.) Conditions of salary.—My Committee are of opinion that in an expensive city like Bombay the minimum salary of Rs. 300 per mensem is too low, and they suggest it should be raised to Rs. 400.

79,217. (V.) and (VI.) Conditions of leave and pension.—It is understood that these are the same as for all other uncovenanted servants of the Government, and that being so, my Committee have no remarks to offer under this head.

79,218. (VII.) Such limitations as may exist in the employment of non-Europeans.—My Committee observe that out of the last eight appointments to Assistant Collectorships, two were secured by Indians. The Chamber, of course, is mainly concerned with the question of efficiency, and my Committee believe that, generally speaking, first-class European supervision is necessary and advisable. They do not mean by this that if first-class men are forthcoming in this country they might not give satisfaction. It is, however, remembered what happened in Bombay before the Imperial Customs Service existed. Owing to the lack of training, and constant changing, of the Indian Civil Service Collectors of that time, little control was exercised, and in the hands of subordinates, although

some were well-paid men, Customs work was delayed in every direction and the junior staff was very unsatisfactory. It is felt that the Customs departments should be worked as a business office, with complete and effective supervision and control, and that the senior officers should be men of ability and power who will not only immediately check abuses, but will, in consultation with the Commercial Community, endeavour in every way to perfect the system.

79,219. (VIII.) Relations of the service with the Indian Civil Service.—My Committee do not suggest any change in connection with the present practice of reserving the Collectorships of Bombay, Calcutta and Madras for members of the Indian Civil Service, and those of Karachi and Rangoon for Assistant Collectors of the Imperial Customs Service.

79,220. (IX.) Other points.—My Committee wish to add that they are quite satisfied with the work performed by the Civil Service Collectors in Bombay since the Imperial Customs Service was instituted, a general improvement in the administration having resulted from continuity of service. It is understood, however, that a suggestion has been made that the Imperialisation of the service might go further and that a Director-General of Customs might be desirable, and, if this would ensure uniformity of system, rules and decisions at the various ports, it might be a step in the right direction. A delegation of full powers to a Director-General would, however, be deprecated because it is felt the Commercial Community should retain their right of appeal to the Government of India; and my Committee would be averse to any change of system which would enable important questions to reach them through channels other than those of the Imperial Government.

Sir C. H. ARMSTRONG called and examined.

79,221. (Chairman.) The witness was Chairman of the Bombay Chamber of Commerce.

79,222. With regard to the recommendations as to salary, he was not aware that at Bombay, and at certain other centres, there was an allowance which

raised the initial salary of a Customs Officer to Rs. 375. In any case his Chamber was of the opinion that Rs. 400 should be the minimum.

79,223. The initial salary paid to young men in mercantile firms in Bombay varied to some extent, but

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[Continued.]

Rs. 400 was a fair initial sum. On an average young men came out to such houses at the age of 22 on agreements terminable after three to five years. They would rise from Rs. 400 by annual increments of Rs. 50 to Rs. 600 if they were serving under a five years' agreement. If they gave satisfaction, they would probably at the end of the first term enter into another agreement with a further rise of salary. The terms of salary of the Customs Service compared on the whole very favourably with the terms offered by private firms. European employers did not grant their employees any pensions.

79,224. Since the Imperial Customs Service was established in 1906 there had been four Collectors of Customs in Bombay, of whom only Mr. Gubbay had had previous experience of the work.

79,225. One of the main reasons for the change in 1906 was to provide for the interchange of officers, as it was considered advisable that there should be an interchange of experience between the various ports. On the whole that interchange has proved useful from a commercial point of view.

79,226. Even with changes as frequent as they had been at Bombay since 1906, there would not be any interference with the efficiency of the commercial system in Bombay. So long as the Collector had had experience of Customs work, the system worked quite satisfactorily. His Chamber were quite satisfied with the present Customs administration.

79,227. They also considered that first class Europeans were essential for the supervisory posts of the Service, their reason being that they had had very unsatisfactory experience of non-European agency in the past. Before the Imperial Customs Service was formed, there were constant changes in the appointment of Collector of Customs; the officers appointed knew very little about the work, with the result that it got entirely into the hands of subordinates, and the whole system was altogether most unsatisfactory. All sorts of difficulties arose, and it was not until first class European supervision was drafted into the Service that matters began to improve.

79,228. Even assuming under a re-organised system that Indians had the opportunity of becoming efficient in their work, he saw some objection to their holding positions as Collectors along with Europeans. Indians were very good at their work, but they were not administrators; they could not control a big office. Indians were quite good as appraisers, and he saw no objection to their occupying high positions in the Appraisers' branch. He would prefer Europeans for the Preventive branch, although he had not had much experience of that Department. He did not know whether the desire for a Director-General of Customs still existed. At one time it did, as there was no uniformity of system. It used to happen that a Collector at some other port would issue an order of very considerable importance of which the Collector in Bombay knew nothing. There had been three instances of that in the past, and his Chamber came to the conclusion that there ought to be uniformity of procedure, and that if an important order was made in one port, it should be made applicable to all ports. In fact an order of that character should not be made until the Collectors had consulted together, and decided to issue it at all ports. He did not think, however, that those conditions existed at the present time. He was rather inclined to think that Collectors did now consult together, and that orders were issued more or less simultaneously.

79,229. He had not been brought into very close contact with the non-civilian element of the Customs Department, but he did not think it would be possible to dispense with the necessity for the importation of Indian Civil Service officers. The commercial community of Bombay would sooner have an Indian Civil Service officer as Collector of Customs, as he was more in touch with Government. He rather doubted whether it would be possible for non-civilian departmental officers in an important Service like the Customs to get into contact with Government in the same way as Indian Civil Service officers were able to do.

79,230. (Mr. Gokhale.) Formerly when things were slack, English officers exercised supervision, but as the Collectors were always being changed and had no knowledge of the work the whole system got slack. He agreed that this did not prove that Indians would not exercise supervision effectively if they were placed in charge, but only that the subordinates required to be looked after properly, and that if they were not looked after properly, matters got slack.

79,231. There had been some Indian Assistant Collectors, and they had done their work quite satisfactorily.

79,232. (Mr. Sly.) His expression of opinion that it was desirable to have a European at the head of the Customs Department as Collector was based on the general experience of the firms in Bombay.

79,233. The young men he had mentioned who were recruited by private firms about the age of 22 on salaries of Rs. 400 were not University trained men; firms who employed University trained men usually gave them a little higher initial salary. The salary was an inclusive one, and there were no additions of any kind or description. Some men who came out on Rs. 300 received free rooms, but men who came out on Rs. 400 received no extras whatever. He considered that the proposal to recruit into the Appraisers' department of the Customs Service a certain number of local men who had had commercial experience in particular branches of trade in Bombay, was a good one. Appraising was very difficult work, and he did not see how a man could become a good appraiser unless he had had previous training in a commercial office. In his opinion men who had had such a training were better than those who received their entire training in the department itself. He thought the Customs Service could obtain a very good class of recruits from among the employees of mercantile firms; and he would recommend that a certain proportion of the recruitment in the Customs Department should, if possible, be made from men of this class.

79,234. (Mr. Fisher.) A piece-goods expert from a mercantile house in Bombay would not be a suitable recruit for the Preventive Department. He did not see any particular advantage in appointing young Indians with experience of mercantile houses to the preventive side, but as he had said before, he had not much knowledge of the preventive work of the Customs Service. The initial salary at which the Service could obtain a thoroughly experienced Indian as a piece-goods expert would be Rs. 500.

79,235. (Mr. Madge.) A man must have completed 10 years' experience in a mercantile house before he would be worth much as an appraiser in the Customs Service. He did not think an appraiser need go to England in order to gain further experience.

79,236. A further argument for retaining Indian Civil Service officers in the department was that such men with their experience of Customs became valuable to the Government, to the Board of Revenue, and even to the legislature, later in life.

79,237. (Sir Valentine Chirol.) He did not see why an Indian who had acquired his experience in the Service of some big private firm should be placed in a difficult position when he was taken into the Customs Service as an appraiser and found himself dealing with the same firm under entirely altered conditions. After all, he had only to appraise goods; he had no actual dealing with the firm. He had mainly to see that the firm put in right valuations.

79,238. He agreed that the Service had not been sufficiently long established for him to be able to express a preference for Indian Civil Service officers in the future, but still, the commercial element of Bombay felt that an Indian Civil Service man was the link with Government. He admitted that in a properly organised service the heads of that service ought to be the proper and reliable link between it and the Government, but he was not at all sure that they would be. He agreed it was not inconceivable that they might in time become capable of discharging this particular function.

79,239. (Mr. Whitty.) He was not aware that all the present expert appraisers in the service had been

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[Continued.]

recruited from mercantile firms, but he accepted the statement. Under the re-organisation scheme provision was made for entertaining expert appraisers on an initial salary higher than the minimum. It would be possible, therefore, to recruit expert appraisers both in England and in India on, if necessary, the maximum salary of an appraiser.

79,240. He repeated his statement that before the inception of the Imperial Customs Service, control was slack. The two officers who were continually changed were the Collector and the Civilian Collector. In addition to those officers there used to be five, and sometimes six, Assistant Collectors, permanent officials attached to the Bombay Presidency who did not change. These were, in some cases, promoted subordinates.

79,241. With regard to the prospects of assistants in commercial firms, it was a fact that a smart Assistant had every reason to look forward to a partnership, but, generally speaking, he would not be prepared to say that a man's emoluments as a partner would be greatly in excess of what he could look forward to in the Customs Service.

79,242. Four Civilian Collectors had been appointed in Bombay since the Imperial Customs Service had

been formed. The first, Mr. Cadell, had been Collector of Customs for about a year before the establishment of the Imperial Customs Service. He left the department to take up a post at a considerable sacrifice of pay and subsequently re-joined the department in Calcutta. Mr. Gubbay had three to four years' experience in Bombay as Assistant Collector, and subsequently four years' experience as Under Secretary to the Government of India in the Commerce and Industry Department, where he dealt principally with Customs matters. The present Collector had six years' Customs experience.

79,243. An appeal lay to the chief Customs authority against any decision of the Collector of Customs. It was desirable that the Commissioner ordinarily should have had some experience of Customs work. From the decision of the Commissioner of Customs there was petitional revision by the Local Government, or in the last resort by the Government of India. He agreed it was desirable that some officers in the Local Government should know something about Customs work, and that if the Imperial Customs Service was to be a self-contained one, there ought to be some avenue by which officers could get from the Imperial Customs to the Government of India.

The witness withdrew.

At the India Office, London, Tuesday, 5th May 1914.

PRESENT:

THE RIGHT HON. THE LORD ISLINGTON, G.C.M.G., D.S.O. (*Chairman*).

THE EARL OF RONALDSHAY, M.P.  
SIR MURRAY HAMMICK, K.C.S.I., C.I.E.  
SIR THEODORE MORISON, K.C.I.E.  
SIR VALENTINE CHIROL.  
MAHADEV BHASKAR CHAUBAL, Esq., C.S.I.

ABDUR RAHIM, Esq.  
FRANK GEORGE SLY, Esq., C.S.I.  
HERBERT ALBERT LAURENS FISHER, Esq.  
JAMES RAMSAY MACDONALD, Esq., M.P.

M. S. D. BUTLER, Esq., C.V.O., C.I.E. } (*Joint Secretaries*).  
R. R. SCOTT, Esq.

SIR S. W. EDGERLEY, K.C.V.O., C.I.E., Member of the India Council.

*Written Statements relating to the Indian Finance, Military Finance, and Customs Departments.*

(1) *Extract from a Memorandum on Appointments made by the Secretary of State for India in Council.*

79,244. The Indian Finance, the Indian Finance (Military), and the Indian Customs Departments are grouped together for the purpose of dealing with candidates' applications. Previous to 1909 vacancies in the Indian Finance Department were filled by direct nominations by the Secretary of State. A list of candidates was kept by the Private Secretary. In 1909, as a consequence of the decision to recruit from England civilian accountants for the Military Accounts Department, the name of which was changed to Indian Finance (Military) Department, it was decided to recruit candidates for the two Departments together, and, in view of the increased number of appointments, to entrust the investigation of their claims to a small committee, who should recommend selected candidates for nomination by the Secretary of State. It was also decided that the Committee should deal at the same time with recruitment for the Indian Customs Department. The Selection Committees have been constituted as follows:—

1909 and 1910:—

Sir T. RALEIGH, K.C.S.I.	-	-	-	-	} Members of the Council of India.
General Sir C. C. EGERTON, G.C.B., D.S.O.	-	-	-	-	
Sir S. W. EDGERLEY, K.C.V.O.	-	-	-	-	

1911. Two Committees:—

(1) Sir T. RALEIGH, K.C.S.I.	-	-	-	-	} Members of the Council of India.
Sir T. MORISON, K.C.I.E.	-	-	-	-	
Sir T. W. HOLDERNESS, K.C.S.I.	-	-	-	-	
					Secretary in the Revenue and Statistics Department, India Office.
(2) Sir T. RALEIGH, K.C.S.I.	-	-	-	-	} Members of the Council of India.
General Sir C. C. EGERTON, G.C.B., D.S.O.	-	-	-	-	
Sir S. W. EDGERLEY, K.C.V.O.	-	-	-	-	

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Sir S. W. EDGERLEY.

[Continued.]

1912:—

Sir T. RALEIGH, K.C.S.I.	-	-	-	-	} Members of the Council of India.
Sir S. W. EDGERLEY, K.C.V.O.	-	-	-	-	
General Sir BEAUCHAMP DUFF, G.C.B., K.C.S.I.	-	-	-	-	

1913:—

Sir S. W. EDGERLEY, K.C.V.O.	-	-	-	-	} Members of the Council of India.
Sir T. MORISON, K.C.I.E.	-	-	-	-	
General Sir BEAUCHAMP DUFF, G.C.B., K.C.S.I.	-	-	-	-	
R. E. ENTHOVEN, Esq., C.I.E., I.C.S.	-	-	-	-	Secretary to Government of India, Commerce and Industry Department.

(2) Note by Sir S. W. Edgerley relating to Appointments to the Indian Finance, Military Finance, and Customs Departments.

79,245. The number of appointments made by the Secretary of State for India in Council to these three departments is so small, being seldom more than two or three in any one year, that it is not usual to make any public announcement of the vacancies, but copies of particulars are sent to all inquirers and to the appointments committees of universities. Candidates who have obtained good mathematical marks, but just failed to obtain a place on the list of selected candidates for the Indian Civil Service, have vacancies, if then existing, in the Finance and Customs Departments specially brought to their notice.

Applications are registered in the Judicial and Public Department of the India Office, and scrutinised to see whether the applicants comply with the conditions laid down in the regulations. If further information as to their educational qualifications, or on other points, appear desirable, it is asked for.

Candidates are not required to furnish testimonials, but to give the names of persons to whom reference as to conduct and character may be made.

The applications of candidates are scheduled and submitted to the members of the Selection Committee, who mark on the schedule those whom they wish to see. Confidential inquiries as to conduct and character are addressed to the referees of these candidates before they appear before the Selection Committee.

After personal interview with each of the candidates who have been thought *prima facie* suitable on the particulars received, the Selection Committee draws up a list of the names of the candidates recommended for appointment to the vacancies already announced, and, in addition, a short supplemental list of candidates in order of preference to be drawn upon in the event of additional appointments having to be made, or of the withdrawal or rejection on medical grounds of any of the recommended candidates.

The Selection Committee's recommendations are submitted to the Secretary of State for India, who makes the necessary nominations to fill the vacancies.

The above describes procedure as to European candidates.

The Committee also see *prima facie* suitable Indian candidates, but they do not recommend such for nomination. The position as to Indian candidates is well shown by despatch No. 170 (Public), dated 25th September 1911.\* The principle acted on is that the Government of India indent on the Secretary of State for the irreducible European element of the Department, and though the Secretary of State has not given up his freedom to deal with a very exceptional case, yet he would use that power very rarely. All normal Indian recruitment for the Departments is carried out in India itself.

Sir S. W. EDGERLEY called and examined.

79,246. (Chairman.) The witness said he presided over the Finance, Military Finance, and Customs Selection Committee, and he put in a printed paper\* showing the constitution of the Committee since 1909. There was no one on the Committee with recent experience of India, but last year Mr. Enthoven, the Secretary of the Commerce and Industry Department, happened to be in England, and he was asked to sit upon the Committee. It was not, however, the practice in selecting candidates for the service to call in an Indian official who might be on leave at the time.

79,247. About 10 minutes to a quarter of an hour was taken in interviewing each candidate, and the Committee had before them testimonials and papers with regard to him.

79,248. The witness put in copies of the papers received from candidates and a copy of the list of candidates in the form in which it came before the members of the Committee.

79,249. The list of candidates he had put in showed the different classes from which the men were drawn and gave their academic qualifications. It was on that list that the members of the Committee noted whom they would interview. The candidates were selected on different qualifications, some having taken an honours degree and some a good place in the I.C.S. examination. They also insisted on mathematical qualifications. No one was taken without qualifications equivalent to those of a Cambridge Senior Optima. One of the candidates selected was an actuary. He also submitted the following return showing the number of

candidates that had appeared for the services during the last five years:—

Indian Finance, Military Finance, and Customs Departments.

Year.	No. of Candidates.	No. of Appointments offered.	
1909	51	14	
1910	48	3	
1911	26	3	One appointment withdrawn by Secretary of State.
1912	18	1	
1913	18	4	One selected candidate withdrew and the vacancy was afterwards filled in India.

79,250. Personally he preferred selection to competition, and he thought the selection at present was quite adequate. The number of candidates was very small. As a rule there were only about two or three vacancies a year, and possibly from 16 to 25 candidates. There might be some 40 or 50 on the schedule, but only about 16 to 25 would be interviewed. The custom had been for each member of the Committee to make a separate list after having seen the candidates, and then the lists would be

\* See preceding written statement, paragraph 79,244.

\* Vide Appendix No. III.



5 May 1914.]

Sir S. W. EDGERLEY.

[Continued.]

compared, and it was curious that there was practically very little discussion, the selection being almost unanimous, as there were generally two or three candidates who stood out very conspicuously. He could only remember one occasion when there was a slight discussion before the list could be settled.

79,251. All the Indians recruited to the services were recruited by the Government in India, and a competitive examination was held. He had mentioned in his written statement a despatch of September 1911\* which showed very clearly the arrangements which were made with regard to Indian candidates coming before the Committee, and he put in a copy of a despatch of 1912, which showed the procedure adopted in dealing with specific cases of Indian candidates.

79,252. The proportion of Indians recruited in India and Europeans recruited in Europe rested with the Government of India. He believed there was a proportion settled, but all that the Government of India did was to indent on the Selection Committee in England for the irreducible European minimum, and their policy was to extend the employment of Indians in the Department as much as possible, especially in the Financial Department.

\* Vide Appendix III.

79,253. (Mr. *Abdur Rahim*.) No Indians were appointed to the Customs Department from England; there was an exceptional power reserved in the rules to the Secretary of State to appoint Indians in England, but it was agreed with the Government of India, in view of the arrangements in that country, that that power should be very exceptionally exercised, and he had not known it exercised since he had been on the Council.

79,254-79,743. (Sir *Theodore Morison*.) The Selection Committee was appointed annually by the Secretary of State. He had nothing to do with the constitution of the Committee, but he imagined that the Secretary of State would be perfectly willing to appoint to the Committee anyone whom the Government of India might nominate, and he saw no objection to that being done. By including on the Committee persons who were not in the India Office, the Committee might be made very largely representative and any suspicion against it might be removed, but he could only say that, under present conditions, if any attempt was made to bring influence to bear, it would merely have the effect of making him specially critical with regard to the particular candidates brought to his notice in that way. It was, of course, of advantage that the Selection Committee should be one which had the entire confidence of the public.

The witness withdrew.

## APPENDIX I.

## LIST OF APPENDICES.

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- II. STATEMENT of the CIVIL APPOINTMENTS on Rs. 200 a month and over held by EUROPEANS, ANGLO-INDIANS, and INDIANS on the 1st April 1913 in the CUSTOMS DEPARTMENT.
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- IV. OFFICIALS, NON-OFFICIALS, and ASSOCIATIONS who furnished WRITTEN EVIDENCE to the ROYAL COMMISSION in connection with their INQUIRY into the CUSTOMS DEPARTMENT, but who were not orally examined.

## APPENDIX I.

## REGULATIONS relating to APPOINTMENTS in the INDIAN CUSTOMS DEPARTMENT.

1. *Appointments.*—The Secretary of State for India in Council will during each summer make such appointments as may be considered necessary to fill vacancies in the Indian Customs Department.

In making these appointments he will act with the advice of a Selection Committee.

2. A candidate may make an application for an appointment in any or all of the departments mentioned in paragraph 1. Applications must be made on the prescribed form, which may be obtained on application to the Secretary, Judicial and Public Department, India Office, S.W.

3. Appointments will, as a rule, be made in July of each year, and any person desiring to become a candidate for appointment in July of any year must submit his application not later than the 31st May of that year.

4. *Age.*—Every applicant must have attained the age of 22 years, and must not have attained the age of 25 years on the first day of August of the year in which he is a candidate for appointment. No exception to this rule will be allowed.

5. *Nationality.*—Every candidate must be a natural-born subject of His Majesty. Indian candidates will not ordinarily be appointed by the Secretary of State in England.

6. A candidate must be prepared to attend at the India Office, if required, at his own expense, to reply to any inquiries which may be considered necessary in connection with his application.

7. *Medical Examination.*—A selected candidate will be required to appear before the Medical Board of the India Office, by whom he must be certified as physically fit for service in India, before he can be definitely appointed.

8. *Educational Qualifications, &c.*—A candidate must, in order that his application may receive consideration, be in possession of a University degree with honours, or have taken a good place at the open competition for the Home (Class I.) and Indian Civil Services, or otherwise show evidence of a high standard of education. A knowledge of modern languages, and proficiency in chemistry and physics are also desired.

9. *Departure for India.*—Newly-appointed officers will, as a rule, be expected to proceed to India in September. They will be provided at the Government expense with a first-class passage to India, the cost of which they will be required to refund, should they voluntarily relinquish the service of Government before the close of two years.

10. The pay of a newly appointed officer commences from the date of his arrival in India. Particulars of the establishments and pay of the different departments are given in the appendices.

11. Newly-appointed officers will be on probation as explained in the annexure to these regulations.

India Office,  
February 1914.

## ANNEXURE.

## THE INDIAN CUSTOMS DEPARTMENT.

[NOTE.—The arrangements and salaries hereinafter described are subject to revision according to the requirements of the Service.]

1. The Indian Imperial Customs Service as at present sanctioned will be constituted as follows:—

1 Collector, Class I., on Rs. 2,500 a month	} Three of these appointments will be reserved for members of the Indian Civil Service.
2 Collectors, Class II., on Rs. 2,250 a month each	
2 Collectors, Class III., on Rs. 2,050 a month each	

3. Civilian Assistant Collectors on Rs. 1,000 rising to Rs. 1,300 by annual increments of Rs. 100, and then by biennial increments of Rs. 50 to Rs. 1,400.

18 Non-civilian Assistant Collectors on Rs. 300 rising to Rs. 1,150 by annual increments of Rs. 50, and then by biennial increments of Rs. 50 to Rs. 1,400, the pay of probationers, who are included in the number 18, being regulated as stated in the following paragraph.

Note 1.—No addition in the nature of Exchange Compensations Allowance is made to these salaries.

Note 2.—Collectors and Assistant Collectors while employed at Calcutta, Bombay, or Rangoon draw local allowances as follows:—

Collectors, Classes I. and II., Rs. 250 a month.  
Collectors, Class III., Rs. 200 a month.  
Assistant Collectors, Rs. 75 a month.

2. Vacancies in the non-civilian cadre are filled either by recruitment from England, or in India, by first appointment, or by promotion from the Subordinate Service. Probationers recruited in England will start on a pay of Rs. 300 a month. In their second year of service they will rise to Rs. 350, on passing either part of the departmental examination; and on completion of two years' service they will rise to Rs. 400, subject to the condition that they have passed the departmental examination in full, and are confirmed in the Department. Thereafter their pay will be fixed according to the general time-scale, Rs. 300 being taken as the starting point.

The Government of India reserve to themselves the right of withholding or withdrawing increments of salary on account of misconduct or inefficiency.

3. Newly appointed probationers are required, before leaving this country, to enter into an agreement with the Secretary of State embodying the conditions of their appointment.

4. A probationer will draw pay from the date of his arrival in India. He will ordinarily be posted, in the first instance, to a Presidency town or Rangoon, and after the expiry of a year he will be required to undergo a departmental examination in Hindustani, in Customs work, and in law and procedure. His appointment will be subject to confirmation by the Government of India at the end of two years, and it may be cancelled for

## APPENDIX I. (continued).

failure to pass the departmental examination, or at any time for unfitness or misconduct.

5. On being confirmed in his appointment a probationer will become eligible, as from the date of his arrival in India, for leave allowances and pension, under the provisions of the Civil Service Regulations applicable to the Department. These regulations are liable to be modified by the Government of India from time to time.

6. All appointments to the Collectors' grade, whether acting or permanent, will be made by selection, and seniority will not give an Assistant Collector a claim to a Collectorship. Once the rank of Collector is attained, civilians and non-civilians will be on the same footing for the purposes of promotion.

7. Probationers will be required to subscribe to a Provident Fund.

## APPENDIX II.

STATEMENT of the CIVIL APPOINTMENTS on Rs. 200 a month and over held by EUROPEANS, ANGLO-INDIANS, and INDIANS, on the 1st April 1913, in the CUSTOMS DEPARTMENT.

Number of Employees in each Grade or Class.

Pay.	Total.	Europeans.	Anglo-Indians.	Hindus (including Sikhs and Parsis).										Muhammadians.	Indian Christians.	Buddhists.
				Brahmins (including Shervis).	Kshatriyas.	Kaivashthes (including Prabhus).	Baniyas and Vaisyas.	Sutras.	Other Hindus (i.e., other than those shown in cols. 5 to 9).	Total Hindus (cols. 5 to 10).	Sikhs.	Parsis.	Total Hindus, Sikhs, and Parsis (cols. 11 to 13).			
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.	17.
Rs.																
200—300	140	46	81	5	—	1	1	—	—	7	—	4	11	—	2	—
300—400	42	18	18	2	—	1	—	—	—	3	—	3	6	—	—	—
400—500	27	12	10	1	—	1	1	—	—	3	—	2	5	—	—	—
500—600	15	11	3	—	—	—	—	—	—	—	—	1	1	—	—	—
600—700	6	4	—	—	—	—	—	—	—	—	—	—	—	—	—	—
700—800	5	3	1	—	—	—	—	—	—	—	—	1	1	—	—	—
900—1,000	2	1	—	1	—	—	—	—	—	1	—	—	1	—	—	—
1,000—1,200	3	3	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,200—1,400	3	3	—	—	—	—	—	—	—	—	—	—	—	—	—	—
2,000—2,500	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—
2,500—3,000	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	246	104	115	9	—	3	2	—	—	14	—	11	25	—	2	—

## APPENDIX III.

(Referred to in paragraph 79,245—Evidence of Sir Steyning Edgerley.)

DESPATCH from the SECRETARY of STATE for INDIA to the GOVERNMENT of INDIA No. 170 (Public), dated 29th September 1911.

MY LORD,

I HAVE had under consideration the working of the system of recruitment for your Finance Department which was sanctioned in Mr. (now Lord) Gladstone's Despatch No. 146 (Financial), dated 17th December 1909. In examining candidates to fill the vacancies in your Finance, Finance (Military), and Customs Departments, notified in your telegrams of 9th February and 15th July last, I have had to consider the claims of Indian applicants who have been educated in this country; some of these had obtained distinction in British Universities and others were just outside the list of successful competitors at the Home and Indian Civil Service Examination, and belonged, therefore, to the class which you desired to regard as one of the regular sources of recruitment for this service. I have felt myself precluded from selecting any of these candidates by the undertaking given in

paragraph 5 of the Despatch of 17th December 1909, but I am not satisfied that by the system of recruitment now in operation their claims to appointment receive adequate consideration.

2. It appears to me probable that among the Indians who have read for Honours and been favourably reported on in British Universities there will be found some who would make good officers in your Finance Departments, but no provision appears to be made for the entry of their names upon the register of candidates referred to in Rule L of your Resolution No. 281 F.E., in the Finance Department, dated 17th January 1911. I observe that ordinarily names are entered on that register only on the recommendation of a Local Government, and that these recommendations are sent to you not later than the 1st May in each year, and that the candidates who secure nomination are examined in November. In this country, on the other hand, applications are received up to the end of May, and the selection is usually made at the beginning of August. An Indian who has applied to

## APPENDIX III. (continued).

me for appointment cannot, therefore, learn the result of his application until the middle or end of August; on learning that he has not been selected by me he usually returns to India, but by the time he reaches India it will presumably be too late for him to secure a nomination, under Rule IV., to the examination of that year, and thus, owing to the age limit, there is a strong probability of his being rendered ineligible for appointment altogether.

3. In order to secure equality of opportunity between Indians educated in this country and Indians recommended by the Local Governments I have decided to adopt the following procedure.

4. Indian applicants will not be appointed by me, save in very rare cases, but I shall make a practice of sending to Your Excellency's Government the applications and testimonials received from Indian candidates possessing the qualifications required by the rules in force in this country. To this will be added a confidential statement, giving a full account of the merits and attainments of such candidates as seem to me fit subjects for a nomination, which will entitle them to take part in the competitive examinations held in India, or for direct appointment. Although I do not desire to fetter your discretion in considering the claims of these men, I shall anticipate that an entirely favourable report from me will, as a rule, secure for the candidate admission to the competitive examination, and I have no doubt that Your Excellency's Government will welcome the assistance thus given in appraising the eligibility of candidates educated in

England. It is only in consideration of an arrangement of this sort that the rule of not making direct appointments of Indians in England can be maintained.

5. In the Imperial Customs Service under the arrangements approved in 1906 there is no examination in India; but the occasional selection of Indians, otherwise than by promotion from subordinate grades, is contemplated. I request, therefore, that applications from Indians for appointment to this service, received by me and transmitted to you, may be taken into consideration on occurrence of a vacancy.

6. I shall probably have occasion to transmit to you the names of some Indians in August or September every year, and I forward to you, as an enclosure to this Despatch, the Report of the Committee before whom the European and Indian candidates of this year appeared.\* In view of the inquiries which you will probably wish to make regarding the families of these candidates, and of others whom I may recommend to your notice in the future, it will be for your Government to consider whether the competitive examination should not be held later than November. A further reason for fixing a later date is that Indian candidates for the Indian Civil Service Open Competition are not aware of the result of that examination until September.

I have, &c.,  
(Signed) CREWE.

\* Not reprinted.

## APPENDIX IV.

OFFICIALS, NON-OFFICIALS, and ASSOCIATIONS who furnished WRITTEN EVIDENCE to the ROYAL COMMISSION in connection with their INQUIRY into the CUSTOMS DEPARTMENT, but who were not orally examined.

1. Vasudeo Rajaram Gupta, Esq., and Chaitaan Sakharam Deole, Esq., Honorary Secretaries on behalf of the Deccan Sabha, Poona.

2. The Customs Preventive Service, Bombay.

3. The Wharfingers (46 in number) of the Bombay Customs Preventive Service.

4. W J. Bradshaw, Esq., Past Master, Calcutta Trades Association; Ex-Member, Bengal Council.

5. Captain W. R. Wright, Marine Superintendent, Asiatic Steam Navigation Company.

6. J. H. Rundlett, Esq.

7. Pat Lovett, Esq., Vice-President of the (Roman) Catholic Association of Bengal.

8. A. S. Judge, Esq., Chief Collector of Customs, Burma.

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VOLUME XVIII.

## MINUTES OF EVIDENCE RELATING TO THE BENGAL PILOT SERVICE Taken at Calcutta, WITH APPENDICES.

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# MINUTES OF EVIDENCE

## TAKEN BEFORE THE

## ROYAL COMMISSION

### ON THE

# PUBLIC SERVICES IN INDIA

### RELATING TO THE

# BENGAL PILOT SERVICE.

At Calcutta, Wednesday, 21st January 1914.

#### PRESENT:

THE RIGHT HON. THE LORD ISLINGTON, G.C.M.G., D.S.O. (*Chairman*).

Sir VALENTINE CHIROL.

WALTER CULLEY MADGE, Esq., C.I.E.

And the following Assistant Commissioners:—

FRANK GEORGE SLY, Esq., C.S.I.

HERBERT ALBERT LAURENS FISHER, Esq.

J. H. LINDQUIST, Esq., Branch Pilot.

R. R. SCOTT, Esq. (*Joint Secretary*).

Commander G. N. FORTEATH, R.I.M., Acting Port Officer of Calcutta.

#### *Written Statement relating to the Bengal Pilot Service.*

79,744. (i) *Method of Recruitment*.—The present system of recruitment is not very satisfactory from my point of view, or, I gather, from that of the Bengal Pilot Service. The officers are appointed to the service after having just completed a four years' apprenticeship, and are required to put in what is practically equivalent to another five years before attaining the position of mate pilot. The consequence is they get stale and lose interest, also on entrance they are already young men, and are not very amenable to the influence of the pilots who in their turn take no interest in them. They are at once too old for the above reason and too young to appreciate the necessity of working and passing their examinations as soon as their time is in. Two officers have lately been failed finally and had to leave the service after five years' training. It is, however, difficult to improve matters. There are only two alternatives—(I) That suggested by the pilots themselves, *i.e.*, a reversion to the old system of bringing cadets out direct from the training ships. I do not approve of this under present conditions. In the days of the brigs it was an excellent school for young officers, and, if it still existed, I would strongly recommend the reversion, but now the station is served by steamers. The Commander's time is fully occupied in serving vessels, and the Chief Officer is too often a junior himself and incapable of properly instructing the youngsters. Again, from my experience of the laxity of discipline exhibited on these vessels, I cannot recommend the reversion suggested. On the other hand, I would go further in the other direction, and suggest the appointment of officers up to 25 years of age who are fully qualified master mariners; a probation from two to two and half years would be sufficient for such men, who would enter with a purpose and complete their probationary service as soon as possible and would then commence as mate pilots and work up. Should any change be made, the details of pay and officering the vessels, &c., could be

entered into, but the Commander must always be a senior pilot and should get an average of the earnings of his grade for the year of his tenure.

79,745. (ii) *Systems of Training and Probation*.—Officers should be appointed as at present by Secretary of State through the training vessels. The leadaman grade would be abolished, and probationary pilots would accompany qualified pilots, as is done in other places, and in due course qualify. The watches should be kept by pilots and probationers themselves on turn.

79,746. (iii) *Conditions of Service*.—No change, except perhaps compulsory retirement at 55. I see no objection to a pilot being in office on similar conditions to the Senior Harbour Master with the Commissioners, but such an appointment should, if approved, be additional. The nature of the Deputy Port Officer's duties makes the appointment of a pilot for those duties out of the question, as pilots are not qualified.

79,747. (iv) *Conditions of Salary*.—No change, except perhaps in the case of the Commanders of the steam pilot vessels.

79,748. (v) *Conditions of Leave*.—The leave rules are not sufficiently elastic; ten years for first leave is too long, also the eight years to next leave.

79,749. (vi) *Conditions of Pension*.—I consider this requires alteration, that men after long service may have a competency to look forward to. No pilot (if married) can really begin to save until he has about 20 years' service.

79,750. (vii) *Employment of Non-Europeans*.—All members of the Service, however recruited, should have equal training and under similar conditions. I see no reason why Anglo-Indians or others should not enter the service, but they should have the same training as covenanted officers.

79,751. (ix) *Any other points*.—In short, I am very much in favour of the Pension and Leave Rules being made more favourable, but have no suggestion to offer as to the method.

21 January 1914.]

Commander G. N. FORTEATH.

[Continued.]

Commander G. N. FORTEATH called and examined.

79,752. (Chairman.) In his capacity of Acting Port Officer he was in control of the Pilot Service in Calcutta. He had occupied his present position for two years.

79,753. The Pilot Service as now constituted consisted of 18 branch pilots, 30 master pilots, 10 mate pilots, and 16 apprentices. The branch pilot took charge of the biggest ships; the senior master pilot took charge of the next biggest; and so on. If it happened that there was no branch pilot on the station, a senior master pilot would take charge. It required a great deal more skill to pilot a deep ship than to pilot a shallow draught ship. A big ship in the Hughli needed a man with great experience to bring her up, but all of the senior master pilots were capable of taking charge of the largest vessels.

79,754. Prior to 1891 pilots were taken straight from the training ships "Conway" and "Worcester." They subsequently entered at a later age after having served an apprenticeship at sea; the qualification for entrance being a second mate's Board of Trade certificate. At present officers entered the service at about the age of 22.

79,755. He shared the Port Officer's view that recruitment should be from men with a master's certificate. It was very difficult at present to train a boy for the service in India; a boy had many things to contend with when he was in India, especially when he was off duty.

79,756. An officer would be about 25 years old if he came out to India with a master's certificate. In order to obtain a Master's certificate, a man had to serve an extra three years at sea. His suggestion as to recruitment was not put forward on the ground that a man with a master's certificate would arrive older, and would be therefore less liable to get into trouble.

79,757. To train a man in the service was not so easy as it used to be, and indeed, there was no method of training at present. The present pilot vessels were steamships, whereas in the old days they were sailing brigs, on which apprentices got a very fine training. Nowadays, an apprentice simply kept a monotonous watch on a vessel week in and week out. It had always been recognised that the training on a sailing brig was the finest training a man could receive, even although he went straight into steam afterwards.

79,758. He did not know what the system of recruitment for pilots in the Thames and Mersey was.

79,759. There would be no difficulty in getting a sufficient number of candidates to enter the service under his scheme, but the pay would have to be revised to meet the altered conditions.

79,760. He did not know how the Secretary of State decided whether vacancies should be filled in England or locally. People who were known in Calcutta would very likely have a good chance of getting their sons into the service if they applied to the Local Government.

79,761. He had never heard of Indians desiring to enter the Pilot Service. All ships were piloted by Europeans.

79,762. He did not think insistence on a master's certificate would in any way tend to reduce the number of vacancies that might be filled locally. He knew of two boys who had gone to England to training ships there.

79,763. One matter of great importance was to get an officer out to India immediately he obtained his master's certificate, to study the local conditions. He would be in training 2½ years and during that period would be acquiring local knowledge. Whether 2½ years was sufficient might be open to discussion.

79,764. There was no advantage in retaining the present system of examinations for promotion. At present pilots had their Board of Trade mates' certificates, and a good deal of the promotion examinations did not, and never would, have any bearing on a pilot's work. He wanted to see the examination modified so that it would really be applicable to the actual work pilots had to perform.

79,765. The Port Officer had no objection to the proposal made by the pilots, that a senior pilot should be placed in administrative control of the service under him. Although the Hughli Pilot Service was administered by the Port Office, the Port Office had many other things to do. If a pilot was brought in to assist the Port Officer, he should be given a separate billet, and should not be allowed to interfere with the outside work of the Port Office. Under those conditions the Port Officer would be glad to have a pilot to assist him, but such pilot would be under the Port Officer who would remain the supreme head of the Pilot Service. It was not necessary for the service to have that extra post. The Port Officer did not do anything without consulting the senior pilots in every way.

79,766. He did not recommend any change of salaries, except in the case of the Commanders of the two steam pilot vessels. The latter officer's work was very arduous. At present they were paid Rupees 1,000 a month. The two men now in command of the vessels were licensed pilots, and their time would soon be up. Branch pilots would then have to be appointed to the command of those ships, and it would mean a very considerable loss of salary to them. The command of those ships was looked upon as a punishment. It meant a direct sacrifice of more than half the earnings. He thought if junior officers, whose salaries more or less corresponded with the salary of the Commanders, were appointed to command the ships it would cause a great deal of trouble.

79,767. With regard to the pay of the service, there was great disparity between the emoluments of the several grades, and also between pay and pension. On the surface it seemed a reasonable solution of the difficulty if some system of pooling the whole fees could be instituted, but such a scheme had been tried on several occasions by the pilots themselves and trouble had always arisen after a time.

79,768. He thought the emoluments as a whole—taking pay into account as well as pension—were adequate.

79,769. The pilotage fees did not fluctuate very much; they worked out at a very fair average.

79,770. (Mr. Madge.) He could suggest no remedy for the disabilities under which boys of the Anglo-Indian community suffered in regard to recruitment to the Pilot Service.

79,771. (Mr. Fisher.) On an average there were three or four recruits every year. When a man first came out to India he was appointed to one of the pilot vessels for training. The present commanders were branch pilots. They received no special allowance for instructing the apprentices. An apprentice remained on the ship until the commander reported him as efficient; then he was put on the river for a considerable time in order to learn the navigation. It was difficult to say how long it would take a man to really know the river, as the apprentices varied very much in capacity. They were generally five years on the river before they knew much about it; after that they would be competent to take small ships up and down.

79,772. There were no great inequalities between the earnings of different branch pilots, but there was a great difference between the branch pilot's earnings and the senior master pilot's earnings; and the same remark applied to the earnings of the senior masters and the junior masters.

79,773. With the average tonnage of ships constantly on the increase, there was a constant tendency in the direction of further inequality. Undoubtedly, the tendency should be checked, and it therefore became more and more necessary every year to introduce a pooling system.

79,774. (Mr. Sly.) He had never known of a competitive examination for the service taking place in India.

79,775. He put in a return\* showing the average number of years a pilot would spend in the different grades of his service.

\* Vide Appendix 1.

21 January 1914.]

Commander G. N. FORTEATH.

[Continued.]

79,776. Pilots in Calcutta worked under the Port Officer, who had nothing to do with the Port Trust; he was an officer of the Local Government and was directly responsible to the Governor in Council. The Harbour Master was under the Port Trust.

79,777. The cost to a pilot of providing his own vessel on joining and leaving his ship might be Rs. 3 each time he joined and each time he left a ship.

79,778. The system in regard to punishment in the shape of fines was that a pilot could be suspended altogether or put on half earnings, which was a very heavy punishment. A pilot was tried by a special court of his own men. No fines were inflicted without trial. He did not know to whom the fines went.

79,779. Members of the Pilot Service and members of the Royal Indian Marine served the same apprenticeship as boys at sea, and for both services a second mate's certificate was an essential qualification. Appointments to the Royal Indian Marine were made only by the Secretary of State, and were mostly given to sons of officers who had done good service for Government in India. The educational qualifications for both services were exactly the same.

79,780. (Sir Valentine Chirol.) He had not considered the possibility of getting over the difficulty

(The witness withdrew.)

Messrs. C. G. BUDGE and G. F. THORPE, Branch Pilots, were examined together upon the following corporate and individual written statements.

*Written Statement relating to the Bengal Pilot Service, being the corporate opinion of certain officers\* of the Bengal Pilot Service.*

79,786. (i) **Method of Recruitment.**—From the year 1877 to 1894 the service was recruited direct from the training ships "Worcester" and "Conway." The appointments being much coveted were conferred in the nature of a prize, thereby ensuring the best material available. The senior grade at the present moment consists only of officers thus selected, who as records will show, have proved an unqualified success. During the tenure of Captain O'neagh's Port Officership a radical change was proposed and accepted by Government without consulting the opinion of any member of the service. This was an unnecessary change involving a loss of at least three years, which would otherwise have been employed in learning the work of a pilot. In the near future it will become practically impossible to obtain recruits possessing a square-rigged Board of Trade certificate as required by the above resolution, on account of the disappearance of the sailing ship; the natural consequence will be that Government must so alter their conditions as to either revert to former method of recruitment or accept officers who have been trained wholly in steamers, thus abolishing the very object for which these rules were framed. It must be remembered that the work of a Bengal pilot is that of a specialist, and its recruits cannot be admitted too young, and, like the Royal Navy, the younger the officer, the more the handling of vessels becomes a part of his nature. This same argument applies with greater force to the tentative proposal made by the Port Commissioners to admit recruits with master mariners' certificates. The introduction of locally appointed recruits we consider unnecessary; there is no reason why all the local candidates at present belonging to the service should not have competed for their appointments in the same manner as the senior officers of the service were compelled to do previous to 1887. There is no objection to Anglo-Indians provided they obtain their appointments by fair competition with the rest of His Majesty's subjects.

79,787. (ii) **System of Training and Probation.**—Should be conducted on the lines laid down by the former regulations, which were then strictly adhered to. No officer be appointed to any office until duly qualified. The probation necessary for a leadman should under no circumstances be reduced below five years, mate pilot four years, junior master three years.

79,788. (iii) **Conditions of Service.**—A senior pilot should be appointed to the Port Office to administer

in regard to the two pilot vessels by giving the command of those vessels to Indian Marine officers, but it would be difficult for a man to command a ship which was not in his own service.

79,781. When a pilot fell sick, he went on sick leave after 15 days, and this very much interfered with his taking the leave otherwise due to him.

79,782. (Mr. Madge.) After the two Commanders retired, it would be necessary to reintroduce the rule under which each branch pilot had to take command for a year of the steam pilot vessels.

79,783. (Chairman.) Allowances to officers on sick leave came out of general funds. Only the actual earnings were paid out of the pilotage fees; all other expenses of the service were paid by Government.

79,784. (Mr. Jändquist.) In present circumstances it would be impossible for any man possessing a master's certificate to join the Pilot Service, as he would be out of pocket by so doing. If the service was recruited from master mariners the whole scale of pay for probationary pilots would have to be revised and accommodation would have to be given them on shore.

79,785. (Chairman.) He did not suggest this new form of recruitment because the standard of recruits to the service had deteriorated of recent years.

the Pilot Service. This is necessary on account of the special nature of the work, which requires an officer who has done this work to properly understand its nature. This appointment would relieve the Port Officer of a considerable amount of work with which he cannot be familiar and make the appointment of a deputy port officer superfluous. This would also be of great assistance to the shipping community. In all other ports it is considered necessary to provide an official vessel by which a pilot joins and leaves his charge. In Calcutta nothing of this sort is provided. At present a pilot has to make his own arrangements, and it sometimes becomes a matter of uncertainty whether he can join his vessel or not.

79,789. (iv) **Conditions of Salary.**—The present covenanted remuneration, i.e., 50 per cent. of the pilotage, is a fair one and has for many years proved satisfactory; this, as a rule, has worked out at about the following rates:—

	Rs.
Branch pilot - - - -	2,000
Senior master - - - -	1,200
Junior master - - - -	800
Mate pilot - - - -	600

which has been accepted by the Chamber of Commerce (Bengal). These amounts should be taken for the purpose of calculating leave and deputation allowances.

*Fees payable to Pilots when carried off to Sea and detained in the River on board a Vessel which is neaped or delayed.*—The present scale was calculated on the average earnings of a pilot prior to 1877 and is now out of date, as it is an anomaly to grant an officer furlough or other leave on a sum nominally half pay, but which in reality is only a quarter. The service should be placed on the same footing as all other Government service regarding casual leave, which should be that of full pay; at present the leave is available, but no pay is granted.

\* The statement was signed by Messrs. W. Bryant, C. G. Budge and G. F. Thorpe on behalf of the following:—Messrs. C. G. Stock, H. Bent, H. S. Tozer, W. Bryant, C. G. Budge, G. F. Thorpe, J. H. Lindquist, S. J. K. Chase and R. S. Smyth, Branch Pilots; H. D. Lindquist, Acting Branch Pilot; J. F. Fox, E. P. Bryant, P. J. Wilson, A. F. Paull, S. A. Ghanley, H. A. Cooper and F. Langley, Senior Master Pilots; V. Cooper, Junior Master Pilot; F. T. Hart, Acting Junior Master; G. S. Scoby, D. Ingram-Halford and A. H. Dove, Masters

21 January 1914.]

Messrs. C. G. BUDGE and G. F. THORPE.

[Continued.]

79,790. (v) **Conditions of Leave.**—The present system is antiquated and not in line with any other Government service. The Pilot Service should be brought into line with the rest of Government services in India.

79,791. (vi) **Conditions of Pension.**—There is a memorial, signed by every member of the Bengal Pilot Service, now before Government on this subject, praying that their pension may be brought into line with other Government services, as at present it is totally inadequate. The scale of pension now in force was fixed in 1823. The text of the petition now before Government is annexed. But it would be as well to emphasize one or two points of particular hardship that press upon the service in this matter of pensions. In no other public service in India is a man so liable to be retired under compulsion as an invalid as the Bengal Pilot Service. The deterioration of eyesight at the age of forty, which is common to all men of civilised races, may cause compulsory retirement. And as it is notorious that men in this service do not reap their reward until they reach their senior grade, it is easy to see how a man may lose his occupation through no fault of his own, and be compelled to retire on a pension which nobody could pretend to be sufficient to support him, particularly if he happened to be married. Numerous petitions have been made to Government on the question without success, and no reason has ever been given for these refusals. At the same time it is difficult to see what grounds there can be for refusing the extremely moderate requests made by the Service. It must be borne in mind that while on duty the pilot gets no pay but what he earns. His fees are 50 per cent of the pilotage dues paid by the ship he navigates. In the middle of the last century he received 60 per cent., but when the reduction was made he received no *quid pro quo*. The Government shorn off 20 per cent. of his earnings, but gave him nothing in return. The position taken up by the Government of India with regard to this question of pensions is hard to understand. While other sections of the public service have had their position improved, the pilots have had their privileges and emoluments curtailed.

79,792. (vii) **Employment of non-Europeans.**—The subject of Anglo-Indian recruitment has been dealt with elsewhere. The introduction of Indians into the service would not be practicable; the class of Indians who might possibly at the present time be qualified by educational tests for admission into the service are not of the seafaring races of India, and from a physical as well as a temperamental standpoint are unsuited for the work. In any case, there has been no disposition shown on the part of Indians to enter the service, and the subject need not be seriously considered.

79,793. (viii) **Relation of the Service to Indian Civil Service and other Services.**—Being an Imperial Service appointment made by the Secretary of State, it naturally follows that this service is an Imperial Government service, and in every respect should be brought into line with the I.C.S. and other superior services. The Secretary of State insists on the committee of the training ships selecting for appointment only those of the highest education and abilities.

79,794 (ix) **Any other Points, &c.**—Two senior branch pilots should be appointed on the Port Commission, where their experience would be of the greatest benefit to the Port. At present their advice is only requisitioned when matters are desperate.

*Carried off to Sea.*—The Commission of 1803 relieved the ships of the expense of carrying the pilot away in stress of weather, under which conditions it has become a common practice for a master to proceed on his voyage without allowing a reasonable time for the sea to resume a condition to allow the pilot to leave his charge in safety. This frequently depletes the service, and makes it possible for inward-bound vessels to be detained for want of officers at the Sandheads. The present system is unsatisfactory, and is not only liable to abuse, but has so frequently been misused by the mercantile marine that a return to previous conditions is strongly indicated, and all the expense of carrying away a pilot should be borne by the shipowners.

79,795. *Annexure to above.*

To His Excellency THE RIGHT HON. THOMAS DAVID BARON CARMICHAEL OF SKIRLING, G.C.I.E., K.C.M.G., Governor of Bengal.

The Humble Petition of

an Officer of the Covenanted  
Bengal Pilot Service.

RESPECTFULLY SHOWETH:—

(1) That your memorialist is a member of the Bengal Pilot Service and humbly prays that Your Excellency will be pleased to take into consideration the Pension Rules and Regulations of that service and *order the scale of pensions to be enhanced.*

(2) That your memorialist would respectfully put before Your Excellency the following facts relating to the pensions allowed to pilots:—

(a) The rates of pension were fixed in the year 1821, and the highest rate, namely, that allowed to branch pilots, was Sica Rs. 200 per mensem, then equal to 300*l.* sterling a year.

(b) In 1835 this pension was changed to Sonat or Company's Rs. 200 per mensem, then equal to 240*l.* sterling a year.

(c) In 1877 what was known as the "new service" was formed, and the rate of exchange at which the pension of this service was to be paid was fixed at 1*l.* 11*d.* per rupee. In 1882 the rate was further reduced to 1*l.* 9*d.* per rupee, at which it now stands, excepting for those officers who joined prior to that year.

(d) The reduction in the sterling value of the pension granted to branch pilots amounts to 90*l.* a year, equal to 30 per cent. of the original pension.

(e) The pensions allowed to the officers in the other grades of the service have been proportionately reduced.

(3) That the following tabular statement shows the decrease in the sterling equivalent of the pension granted to the officers of each grade:—

PILOTS' PENSIONS.

Grade.	1822.		1835.		1913.		Decrease in 1835 in £ Sterling per annum.	Decrease in 1913 in £ Sterling per annum.	Total decrease in £ Sterling.	Per cent- age at total decrease.
	Sica Rupees per mensem.	Sterling equivalent per annum.	Sonat Rupees per mensem.	Sterling equivalent per annum.	Rupees per mensem.	Sterling equivalent at 1 <i>l.</i> 9 <i>d.</i> per Rupee.				
Branch pilot	Rs. 200	£ 300	Rs. 200	£ 240	Rs. 200	£ 210	£ 60	£ 30	£ 90	} 30
Master pilot	100	150	100	120	100	105	30	15	45	
First mate	60	90	72	72	60	63	18	9	27	
Second mate and volunteer.	30	45	30	36			Abolished in 1909.			100

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(4) That from time to time memorials have been submitted on the same subject, unfortunately with no beneficial result, although in the year 1906, when a deputation of officers of the Bengal Pilot Service was received by the then Lieutenant-Governor, Sir Andrew Fraser, His Honour expressed his opinion that the pension was quite inadequate.

(5) That there are several strong points in favour of an increased pension, which might have been lost sight of when the subject was under the consideration of the Government of Bengal in the past, and in consequence of this, your memorialist hereby submits for the consideration of Your Excellency a rather lengthy statement explaining in detail his reasons for petitioning for an enhanced pension.

(6) That the pensions of other services have been improved and certain allowances for travelling, house rent, &c., have been granted to them. The pension of the Bengal Pilot Service has decreased in value from 300*l.* sterling to 210*l.* sterling. In addition to this pilots now receive only 50 per cent. of the pilotage against 60 per cent. as granted formerly, nothing whatever being granted in the form of allowances, although expenses in Calcutta, where house rent and living are exceedingly high, have increased enormously. Even the boon of the exchange compensation allowance granted to other services has been withheld from the Bengal Pilot Service except when on leave. It has been stated, as a reason for not increasing the pensions of the Bengal Pilot Service, that the earnings of the senior grade are sufficiently large to enable officers to supplement their pensions from their savings. In other services this is not considered a deterrent to a fair pension, for in their case the higher the salary of the officer the larger is the amount of pension he is entitled to, and your memorialist can see no reason why the pension of the Bengal Pilot Service (a covenanted service) should be 60 per cent. lower than other Government services. An officer of the Bengal Pilot Service does not at present reach a position which enables him to save money until he has served upwards of 23 to 25 years, and in some cases pilots have served for 30 years and even more before attaining to the senior grade. The following are cases of pilots having served over 30 years before being promoted to the senior grade:—

Mr. W. R. Williams	- 32	Mr. F. T. Rayner	- 32
" G. M. Anderson	- 30½	" G. Burn, retired	
" J. Christie	- 33	after 30 years'	
" E. F. Hudson	- 31½	service as se-	
" W. O. B. West	- 30½	nior master.	
" S. Ransom	- 31½	" C. Collingwood	- 30½
" R. C. Rust	- 30½		

These officers were all men with a good record, and the delay in their promotion to the rank of branch pilot was solely due to the congestion of the service. It is quite possible that after 24 years' service an officer may be invalided before attaining the rank of branch pilot, and in the case of Mr. G. Burn it was 30 years, in which case he would retire on a pension of Rs. 100 per mensem, with no savings to fall back

upon, a possibility not at all remote, owing to a rule recently introduced which makes it compulsory for all pilots to undergo a medical examination every three years after reaching the age of 40. It is only after an officer has worked hard as a branch pilot for 10 or 15 years that he can expect to have saved sufficient money to provide himself with an income large enough to support himself and his family on retirement. Were he compelled to retire before this, his position would be one of extreme poverty. Three years ago Mr. I. S. Wells, a branch pilot, at the age of 46 and with 27 years' service, was compelled to retire from the service under this rule on account of defective eyesight.

(7) That if a comparison is made between the comparatively light and comfortable work of a senior officer of the Royal Indian Marine and the strenuous and onerous duties of a senior pilot, the pension of the Bengal Pilot Service will be found to be out of all proportion to the work done.

(8) That from the year 1877 to the year 1894 appointments to the Bengal Pilot Service, by the Secretary of State for India, were held out as prizes on board H.M.S. "Conway" and "Worcester," and were, in the majority of cases, secured by the most capable and successful cadets on those training ships. Since the year 1894, candidates have been selected in exactly the same manner as candidates for the Royal Indian Marine. The qualifications of candidates recruited from England, for the two services, are now identically the same, there being no difference in either their education or training. Yet as regards social position, leave rules, and pension rules, the officers of the Royal Indian Marine are far better off than officers of the Bengal Pilot Service. It may be urged as an argument against this statement that the Bengal Pilot Service officer is better paid than the officer of the Royal Indian Marine. It may appear at first sight to be so, but when all facts are considered it will be found that there is not a great difference in the pay and emoluments of the two services. For example, comparing the senior officers of the Royal Indian Marine with the officers of the Bengal Pilot Service, it will be found that the Royal Indian Marine officer holds various shore appointments, viz., one deputy directorship and five first-grade port officerships, one assistant directorship (and several other appointments on shore), whose pay, with allowances, &c., compares favourably with that of the senior officers of the Bengal Pilot Service, especially when taking into consideration that houses for the Royal Indian Marine officers are provided free, or at favourable Government rates, and that officers of the Bengal Pilot Service have many expenses incidental to their work, and are also at the mercy of the Calcutta landlord. These appointments for the Royal Indian Marine come to them when they are advancing in years, consequently they, in contradistinction to the senior officers of the Bengal Pilot Service, live a life free from the anxieties, dangers, and discomforts of a life at sea. The following is a comparative statement showing the pay of senior officers in the Royal Indian Marine and in the Bengal Pilot Service:—

COMPARATIVE STATEMENT showing PAY of SENIOR OFFICERS in ROYAL INDIAN MARINE and BENGAL PILOT SERVICE.

*Royal Indian Marine.*

Length of Service.	Rank, Pay, and Emoluments.				Remarks.
	<i>Deputy Director, Calcutta.</i>				
25-30 years	Rs. 500	Pay -	-	-	Free house allowed. Equivalent to Rs. 600 per mensem. Pension of Rs. 6,000 per annum.
	" 1,000	Staff allowance	-	-	
	" 120	Port Commissioner fees	-	-	
	" 1,620	Total pay per mensem	-	-	



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Length of Service.	Rank, Pay, and Emoluments.	Remarks.
	<i>Port Officer, Calcutta.</i>	
25-30 years - - -	Rs. 500 Pay - - - - -	{ Flat allowed (free of rent). Equiva- lent to Rs. 200 per mensem. Pension Rs. 5,880 per annum.
	" 870 Staff allowance - - - - -	
	" 75 (about) Examination fees, &c. -	
	<u>1,445</u> Total pay (about) - - - - -	
	<i>Port Officer, Karachi.</i>	
25-30 years - - -	Rs. 500 Pay - - - - -	{ Pays house rent at rate of 10 per cent. of pay, less Rs. 40 allowed for office. Equivalent to about Rs. 90 for house rent. Pension Rs. 5,880 per annum.
	" 870 Staff allowance - - - - -	
	" 75 (about) Examination fees, &c. -	
	<u>1,445</u> Total pay - - - - -	
	<i>Port Officer, Bombay.</i>	
25-30 years - - -	Rs. 500 Pay - - - - -	{ 10 per cent. of pay deducted for house rent. Pension Rs. 5,880 per annum.
	" 870 Staff allowance - - - - -	
	" 380 Local allowance - - - - -	
	" 100 (more or less) Examination fees, &c. -	
	<u>1,850</u> Total pay - - - - -	
	<i>Port Officer, Rangoon.</i>	
25-30 years - - -	Rs. 500 Pay - - - - -	{ 10 per cent. of pay deducted for house rent. Pension Rs. 5,880 per annum.
	" 870 Staff allowance - - - - -	
	" 150 Fees for Ex. Officer's Member, Port Trust.	
	<u>1,520</u> Total pay - - - - -	
	<i>Port Officer, Madras.</i>	
25-30 years - - -	Rs. 500 Pay - - - - -	{ 10 per cent. of pay deducted for house rent. Pension Rs. 5,880 per annum.
	" 870 Staff allowance - - - - -	
	" 150 Fees for inspecting lightships, &c, (about).	
	<u>1,520</u> Total pay - - - - -	

*Bengal Pilot Service.*

Length of Service.	Rank and Average Earnings.	Remarks.
<i>Branch Pilot.</i>		
25-30 years -	Rs. 2,000-2,200 per mensem - - -	No allowances. Travelling expenses to be paid by officer. Pension, Rs. 2,400 per annum. Full pay for leave allowances and when in command of pilot steamer, Rs. 1,000.
25-30 years -	Rs. 2,000-2,200 per mensem - - -	As above.
25-30 years -	Rs. 2,000-2,200 per mensem - - -	As above.
25-30 years -	Rs. 2,000-2,200 per mensem - - -	As above.
25-30 years -	Rs. 2,000-2,200 per mensem - - -	As above.
25-30 years -	Rs. 2,000-2,200 per mensem - - -	As above.

From the day the selected candidate joins the Bengal Pilot Service he is obliged to live in Calcutta, admittedly the most expensive town in India, his life is a hard and hazardous one, attended with many discomforts, which the Indian Marine Officer can never be subjected to. A pilot in the execution of his duty is obliged to put up with bad food, irregular meals, long hours (sometimes being on duty for 36 hours at a time without rest), and many other discomforts and hardships, amongst which may be mentioned boating at sea in the roughest of weather when boarding or leaving

vessels at the Sandheads. The duties of an officer in the Royal Indian Marine are much less onerous than those of an officer in the Bengal Pilot Service. The Royal Indian Marine officer lives on board his vessel from the time he joins the service, and his expenses need not be nearly as large as those of the Bengal pilot, who is forced to live on shore in Calcutta. The Royal Indian Marine Officer has several well-paid shore appointments to look forward to, whereas the Bengal pilot must continue his work, piloting vessels up and down the river, until he retires. In addition to this,

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the Bengal pilot, during his later years, is obliged to work at high pressure all the time, in order to maintain his average earnings, and also in the hope that he may, if he can keep going for many years, add a sufficient amount to his pension to enable him to live with any degree of comfort when he retires. Any

falling-off in energy means a loss to him financially, as he is paid by the work he does, and receives no salary except when on leave. The disparity between the pensions of the two services may be seen at a glance from the table below:—

	Royal Indian Marine.	Bengal Pilot Service.
After 15 years, if invalidated	Rs. 180 per mensem at 1s. 9d.	Rs. 100 per mensem.
After 20 years	Rs. 190 per mensem at 1s. 9d.	Rs. 100 per mensem at 1s. 9d.
After 25 years	Rs. 330 per mensem at 1s. 9d.	*Rs. 200 per mensem at 1s. 9d.
After 30 years	Rs. 490 per mensem at 1s. 9d.	Rs. 200 per mensem at 1s. 9d.

\* If a branch pilot.

The Bengal Pilot Service is a self-supporting service, the Government deducting 50 per cent. of the pilotage fees paid by vessels, whereas it is well known that the Royal Indian Marine is a direct charge on the State.

(9) That the officers of the Harbour Master's Department in the port of Calcutta have had their pensions improved, and they are able to retire after 25 years' service on a pension of Rs. 5,000 a year. In addition to this the senior men have three or four shore appointments open to them towards the end of their service.

(10) That during the last few years nearly all the large steamship companies have found it necessary to grant pensions to officers of long service. In fact, throughout the Merchant Service the scale of pay has been increased and the prospects of the officers improved. While the pensions of other Government services have been enhanced from time to time, that of the Bengal Pilot Service has not been altered for 92 years, and its sterling value has deteriorated by 30 per cent.

(11) That your memorialist, in the execution of his duties, is put to much expense in joining and leaving vessels; also in travelling, as a passenger, to and from the Sandheads. When in Calcutta he is obliged to

attend at the Port Office daily, which also entails expense. He receives no allowance whatever except in the case of joining a vessel at Budge Budge, and even when leaving a ship at Budge Budge he receives no allowance for his journey to Calcutta. All outside expenses are borne by him, no arrangements being made for his joining or leaving vessels, and these expenses are never taken into calculation when the question of his average earnings is under discussion with regard to an increase of pension, &c.

(12) That your memorialist humbly submits that there is no reason why members of the Bengal Pilot Service should be placed under more unfavourable rules as to pension than are members of the unconvenanted services, or officers of the Royal Indian Marine.

Your memorialist therefore humbly prays that Your Excellency may be pleased to order that the pension may be increased to the same amount as that granted to the Royal Indian Marine, at the present rate of 1s. 9d. per rupee, and that the Bengal Pilot Service may participate in the forthcoming improved proportionate pension rules that the Royal Indian Marine hope will very shortly come into force.

And your memorialist as is in duty bound will ever pray.

*Written Statement relating to the Bengal Pilot Service by Mr. C. G. Budge, Branch Pilot.*

79,796. (i) **Methods of Recruitment.**—Appointment to the Bengal Pilot Service should be competitive to cadets of the "Worcester" and "Conway" only, immediately on completion of at least two years on either of those training ships. Local appointments to be abolished. I consider the three years that recruits have now to serve at sea a waste of time and a Board of Trade second mate's certificate unnecessary—local examinations for the different grades of leadsmen and pilot can always be arranged to suit all requirements.

79,797. (ii) **System of Training and Probation.**—Should the above system of recruiting be adopted the length of probation and training might be extended to six years with the proviso that no leadsmen be promoted to the mate pilot grade before he has attained the age of 23 years. This I suggest as I understand that in the year 1896 the Chamber of Commerce represented that in their opinion some of the mate pilots were promoted to that grade at too early an age, although they overlooked the fact that the Board of Trade regulations allow a seaman to obtain his master's certificate at 21, and thereby acknowledge his competency to command a vessel of any tonnage, whilst the tonnage and draft of a mate pilot is limited. Mr. Thorpe, branch pilot, has shown in his letter how the time service may be employed and as I am of the same opinion I will not here repeat the same.

79,798. (iii) **Conditions of Service.**—I am of opinion that under all conditions the service of a pilot should terminate at 55 years of age, as after that age the efficiency necessary to the proper performance of

his duties has become considerably impaired, and statistics prove that in many cases the only serious accidents which have occurred in a careful officer's career took place after his service had been extended. In the public interest I would propose that a branch pilot be appointed to direct and control both the Pilot Service and River Survey; the officer selected to be nominally under the Port Officer, but directly responsible to Government for the proper administration of these departments. This was done with success, I understand, in former years. Now, as formerly, the constant change of Port Officers and the intricate nature of our work and rules often conduce to inefficient administration. In my opinion, which is that of most members of my service, the work of the River Survey is often unsatisfactory, which is not remarkable when it is remembered that its head is neither a surveyor nor a pilot. Much of the work done is unnecessary, and the publication of innumerable charts is no criterion of their usefulness. Necessary work is often neglected until "asked for by the pilots," whilst friction and discontent is constantly the order of the day.

79,799. (iv) **Conditions of Salary.**—I am of the same opinion as the rest of my service whose views are expressed in the former papers submitted, but would add that I consider the salary of a Commander of a pilot vessel quite inadequate and out of all proportion to the salaries of the rest of the Service. His pay of Rs. 1,000 per mensem is less by Rs. 250 than that given to the senior masters appointed to the British India Company's Rangoon mail steamers and lower than the average of the senior masters generally.

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consider that the Commander of a pilot vessel should receive a salary equal to the average made by the branch pilots month by month, for reasons which are given elsewhere.

**79,800. (v) Conditions of leave.**—As before stated the Pilot Service leave rules are antiquated and, like the pension rules, have not been altered materially to suit the requirements of modern times. They, with very little modification, were framed in the days when sailing vessels were the only mode of transit. Every other Service in India has had its rules altered to suit modern requirements, and I see no reason why the Pilot Service should not, in like manner, have the benefit of these alterations. The Civil Service rules could be submitted with advantage.

**79,801. (vi) Conditions of pension.**—The smallness of the pension granted to the service in the year 1822 and the repeated attempts by its members to improve the same, but without success, have constituted a real and bitter grievance for many years. The numerous memorials submitted to Government within the last 30 years are sufficient indication that the service has been ungenerously treated in this respect. A pension of 210*l.* per annum offered to a pilot with 30 years of good service to his credit shows little appreciation of his work and practically condemns him to a struggle for existence at a time of life when he might reasonably expect to be free from such worries. Sir Andrew Fraser, when approached by a deputation of the service, expressed his surprise at the minuteness of the pension and was willing to assist in its improvement until over-persuaded by the then Secretary to Government, who, in collaboration with the Accountant General of Bengal, formulated a scheme for enhancing the pension which was to cost Government nothing and prove less advantageous than could be obtained from any insurance company. Naturally this was not accepted by the service, and the matter remained in obedience until another memorial was submitted. The answer to this was to the effect that as the pension formed one of the subjects for consideration by the Public Service Commissioners nothing would be done by Government until their report has been received. We were content to leave our case thus, and have been considerably surprised at receiving from the Government a proposal that we should accept a scheme similar to that formerly rejected by the Service, and can only suppose this was done with the object of excluding pensions from the consideration of your Commission. No answer, accepting or refusing this scheme, has been given by the Service, nor are we in any way in treaty with the Government in this respect. The strongest opponents to the improvement of pension appear to be the Secretaries to Government, members of the Public Works Department, and it is strange to find that the Public Works Department, whilst considering their own pension of 430*l.* per annum insufficient, are of opinion that less than half that amount is adequate for a Bengal pilot. Pensions should be earned by time service alone and not be dependent on the good luck or otherwise of a member attaining to certain rank. Being a seniority service, with its age-limit extended to 60 years, it follows that blocks in promotion must periodically occur, and members will find in the near future, as in the past, that with many years of good service to their credit they have little chance of retiring on full pension before reaching the age-limit. As the memorial which is attached to the papers submitted clearly points out, the pension when originally granted was based on the value of the Sicca Rupee and represented a sterling value of 300*l.* per annum. In 1835 the Sonat rupee was substituted, reducing our pension to 240*l.* per annum, since when it has varied according to the rate of exchange, until fixed by Lord Curzon at 1*s.* 9*d.*, below which no pensions were to be paid. This brings our pension down ultimately to an equivalent of 210*l.* per annum, a reduction of 30 per cent. on the original amount. If it be allowed that the original pension was fair and adequate at the time that it was granted on the present scale, how much more must it be recognised that in the present times, with the cost of living admittedly 100 per cent. greater, a

depreciated pension of 210*l.* per annum is totally inadequate. A cursory glance at Chapter XXXII. of our rules, consisting of two pages only, which comprises the whole of our pension rules, must be a convincing factor that we being a sea service, with no powerful and influential friends ashore to further our interests, have been allowed to slide down into the state which I am now representing; and unlike every other Service in India, our pension has been persistently reduced whilst others have been increased, until now, after 30 years' service in a tropical climate, we find ourselves in receipt of what is insufficient to provide even the common decencies of life either in India or any other country in the world. The lighting of the river Hooghly for the purpose of navigation at night being so strongly pushed by the Port Commissioners and so favourably approved by Government in opposition to the expressed opinion of all but two members of the Pilot Service, clearly indicates that sooner or later this responsible work will be forced upon the pilots. Night and day work will soon tell on the constitutions of the strongest, eyesight will become impaired through constant nervous strain, and bodily health ruined. Will this pension of 210*l.* per annum be sufficient compensation for all that has been sacrificed or 105*l.* per annum if he has to retire as a master pilot? Government requires that every pilot over the age of 40 shall periodically undergo a medical examination and eyesight test. As a number of master pilots are already of this age and there will be more in the near future, it follows that each will constantly run the risk of being condemned medically and forcibly retired on a pension of 105*l.* per annum. The imposition of the medical examination referred to is unwarranted and not in accordance with the conditions under which recruits consented to join the Service. Had the pension been adequate it is doubtful whether such would ever have been sanctioned, as it would have involved "too great an expense on the State," but, as the individual becomes the only sufferer, it was considered an expedient measure. I find on consulting old records that in a plan submitted by the Secretary to Government, No. 378, dated August 1822, which was adopted by the Marquis of Hastings, pilots were allowed to retire after a service of 22 years only on a pension of 300*l.* per annum and that "those who "after 18, 17 or even 16 years' service might be "reported by the Medical Officer of the establishment "as likely, although still fit for duty, to suffer greatly "in their health by continuing to service of 22 years, "might be permitted to retire on the pensions of their "ranks respectively." This as compared with the present rules requiring 30 years' service and then getting a pension of 210*l.* per annum only shows how in the present day a pilot is less advantageously placed than in the year 1822. In the same document it goes on to say—"it should not be forgotten on this head "that the Pilots themselves who after considerable "periods of service performed with the greatest credit, "find any of their faculties beginning to be impaired, "would be saved by having the option to retire, from "much disagreeable apprehension and solicitude which "they could scarcely otherwise fail to experience. "under the idea that the decay of nature might "subject them in the further performance of their "duties to the occurrence of accidents leading to "great loss of property on the part of the mercantile "public, to the manifest injury to their own hard "earned professional reputation and perhaps to "the wreck of their prospects in the decline of life." Again, to continue from the same document. Since 1795 (to 1822) the mean average age of branch pilots retiring was 44 years and 4 months. In a reply to the Service memorial dated 26th May 1884, Murine No. 483-T.G., Mr. A. P. MacDonnell, Secretary to Government, says: "It seems to me that all the "service can claim is, that the same measure of justice "be dealt out to them as to the unenvied "members of the Public Works, the Telegraph, the "Geological Survey and the Forest Department who "are recruited from home." This has not been done! Continuing: "I think some changes are desirable and "might well take the shape of making a service of "not less than 15 years, but less than 25 years,

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[Continued.]

"entitled to a pension of Rs. 100 per mensem, whilst "after a service of not less than 25 years a pension of "Rs. 200 per mensem. This would do away with "pension by grade and introduce (what the pilots ask "for) principle of pension by time or service." From the above it will be seen that what was sought for 30 years and more ago is what to-day we ask you to help us to secure; our requests are moderate and just when we ask Government to grant us, for the few years that we are likely to live to enjoy it, a pension commensurate with our long service and arduous duties. It would almost appear as though Government traded upon the loyalty of this Service, who, having the power to compel their just demands, have for more than 30 years memorialised for a recognition of their grievances in preference to resorting to unconstitutional methods. Government has always contended, in answer to the many memorials submitted, that a branch pilot is earning such an income as should enable him to make his own enhanced pension through the medium of insurance, &c., to compensate him for the admittedly small pension granted. This would, in a measure, be possible if a pilot could be certain of getting his promotion to that grade within a reasonable time of service and if, from the time of entry, he had been adequately paid or allowed to make a sufficient income, but such has seldom been the case, and my experience, together with that of all present branch pilots, is that we were unable as mate and junior master pilots to earn sufficient to support ourselves, and some were obliged to live on at the leadmen's quarters until compelled to leave to make room for new comers. Had I known before joining the Service the struggle for existence before attaining a position that would insure me a livelihood I would never have joined. It was only the hope that in the future such an income would be forthcoming to compensate me for my hard times that encouraged me to continue my service. As our last memorial points out, there have in the past been many cases in which a pilot has had to serve from 30 to 32 years before being promoted to the highest grade, so in the future it is a matter of possibility, if not of certainty, that the same state of things will occur; what provision can, in such cases, a pilot make for the future?

79,802. (ix) Other Points.—*Punishments.*—In the opinion of the Service the system of cutting a pilot's earnings is immoral and should be discontinued. With the exception of being proved careless, intoxicated, or in the event of violation of specific rules, a pilot must be considered to be doing his best for his charge, and should an error of judgment occur or the pilot, on enquiry, be proved insufficiently experienced, the case can always be met by reduction in grade, consequently in pay also, until found competent. The above-mentioned exceptions can be punished by suspension. It does not seem right that Government should appropriate monies, the proceeds of misdeeds of their servants.

In a resolution dated 18th June 1868, the Lieutenant Governor of Bengal approved of pilots being appointed to offices in the Marine Department and brought it specially to the notice of the Government of India. The senior branch pilot was formerly appointed an honorary magistrate and sat on the Judicial Bench in the trial of cases. Formerly a branch pilot was appointed Deputy Master Attendant, and, in the absence of the Master Attendant, carried on the current duties of the Port Office.

The two pilot vessels, by reason of their tonnage being Imperial and not Local Government vessels, should be commanded by branch pilots as formerly. The appointment to be for one year only. At present, on account of the smallness of the salary, these commands are considered as punishment rather than, as we should like to see them, an honour. Also the appointment is an anomalous one, as it does not carry

with it His Majesty's Commission; the absence of such commission not only belittles the appointment but impairs discipline. I am of opinion that this important post should be recognised and dignified by Government with a commission bearing the rank of "Commander, Bengal Pilot Service," to be used only whilst in actual command and after retirement.

The cost of living and standard of comfort has risen throughout Europe. This is admitted by every statesman worthy of the name, and legislation on these lines is going on and extends to the labouring classes.

I have not previously raised the question of class, but should this be brought forward the Bengal Pilot Service claims to belong to the same class as those of the other superior services in India whose members are appointed by the Secretary of State for India, though the educational qualifications required of us are not so high as those of some of the Services, yet, as regards the Service under whom we are placed, the Royal Indian Marine, they at any rate can lay no claim to superiority in that respect. As I understand that an influential member of the Anglo-Indian Association will sit with the members of your Committee to watch the interests of the "Local Candidate," I think it not out of place to bring to your notice that out of 21 who have been appointed since 1887, four have been dismissed before becoming pilots as being "undesirable," one on account of incompetency and one left of his own accord for reasons best known to himself; this is a big average, nearly one-third. This, I consider, was the result of want of competition and has been characteristic of this class of appointment since its first inception. This has been the strongest argument in favour of its abolition. It now has come to this, that any youngster, whether he comes from the slums of Calcutta or the more deserving "Home" at Kalimpong, can claim to enter the Bengal Pilot Service without competition provided that he can prove that his parents are "respectable," can pass a very elementary educational test and produce a 2nd mate's Board of Trade square-rigged ticket. Did the real necessity for this appointment exist and the domiciled community send their sons to sea in such numbers as to prove that a healthy competition really existed, this question would never have been raised, but at present they are unwilling to comply with the conditions laid down, and the consequence is that the Society, who control these matters, must confess that only with the greatest difficulty can they produce even one candidate a year. I hope my remarks will not be construed to mean that the members of the Service from home have any ill-feeling towards the locally appointed officers, quite to the contrary, for the Service has, in years gone by, been fortunate enough to secure, through this appointment, officers whom they like and of whom any service might well be proud. It has often been contended by those having an interest in the refusal to increase our pension that the education necessary for an appointment to the Bengal Pilot Service by the Secretary of State for India is much less costly than that of other Services in India, consequently we should not expect either the same pay or pensions of those other Services. This I contend is, in the present day, incorrect, for as the home appointed Bengal pilot must gain his appointment through one of the training ships, which are by no means cheap institutions, there is nothing to prevent every appointment to the Civil Service, or any other Indian Government Service whose recruits are appointed after public competition, being given to sons of working men who, with more brains than those who are called their "beters," have risen from Board or National School to Grammar School, from Grammar School to University, where their scholarship has placed them at the head of the examination list at practically no cost to their parents and only through the medium of bursaries.

*Written Statement relating to the Bengal Pilot Service by Mr. G. F. Thorpe, Branch Pilot.*

79,803. (i) Methods of Recruitment.—I am fully in agreement with the expressed opinion of my service in the original document submitted and consider, as

therein contained, that the best interests of Government and mercantile community would be preserved by the appointment of recruits being exclusively confined

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to the training ships "Worcester" and "Conway" without the necessity of serving three years at sea.

79,804. (ii) *System of Training and Probation.*—I am of opinion that, should the above method of recruiting be adopted, the length of probation and training might be profitably extended to six years with the proviso that no leadsman be promoted to be a mate pilot before he has attained the age of 23 years. The period of a leadsman's training to be arranged as follows:—The first two years of service to be devoted to an apprenticeship, during which period he be attached to a pilot vessel under the sole training and direction of the Commander and officers of the vessel, under conditions identical with the former system. He then should present himself for the examination of 2nd mate leadsman, on passing which and a vacancy occurring he should be appointed for one year as 3rd Officer of a pilot vessel. He should then be placed on the leadsman's senior running list, waiting a vacancy as 2nd Officer, in which capacity he shall serve for one year also. After five years' full service he be allowed to present himself for examination as 1st mate leadsman, on passing which and a vacancy occurring he be appointed Chief Officer for one year, then he be permitted to pass for mate pilot, on promotion to which grade he shall serve not less than four years, then on passing for master he shall serve the full term of three years as junior master. He then should present himself for his branch pilot's examination which would entitle him to promotion to the senior master's grade as vacancy occurs.

79,805. (iii) *Conditions of Service.*—Whilst fully concurring with the views expressed by my service I would add that under all conditions the service of a pilot should terminate at the age of 55, as it has been my experience that after that age the efficiency of a pilot has become considerably impaired, and statistics will prove that in many cases the only serious accidents which have occurred in a careful officer's career happened after an extension of his service. Also I am of the opinion that the public interest would be best served by the appointment of one branch pilot to direct and control both the Pilot Service and River Survey, the officer selected, though nominally subjective to the Port Officer, to be directly responsible to Government for the administration of these Depart-

ments. That in the best interests of discipline (after the retirement of the present Commanders) the command of pilot vessels should devolve on branch pilots in turn for the term of one year as was formerly done, and this arrangement rigidly adhered to. That in the same interests the Government should dignify the appointments of such Commanders of Imperial vessels by conferring on them the commission of Commander, Bengal Pilot Service; the absence of such commission has, in many cases, occasioned an attempted belittlement of their important and responsible appointment, such rank to be assumed only during his year of command and on retirement from the service.

79,806. (iv) *Conditions of Salary.*—I am of the same opinion as expressed by my service on this matter as regards running pilots which is fully contained under that heading in the original corporate note submitted. But I would wish to bring to your notice the inadequate pay which for so many years has been drawn by Commanders of pilot vessels, viz., Rs. 1,000 per mensem, a salary which is considered to be, and actually is, considerably less than that made by a senior master pilot and Rs. 250 less than the fixed pay drawn by senior masters appointed to the Rangoon Mail Service. In my opinion the salary of a Commander of a pilot vessel should be raised to at least Rs. 1,500 per mensem.

79,807. (v) *Conditions of Leave.*—I am of the same opinion as that expressed by my service.

79,808. (vi) *Conditions of Pension.*—I am of the same opinion as that of my service, with this addition—that I consider that my service for many reasons should not be treated less generously than the Uncovenanted Service under this heading.

79,809. (vii) *Employment of non-Europeans.*—As stated in the papers submitted, there is no likelihood of Indians raising the question of employment as pilots in the river Hooghly, nor in my opinion would the public generally approve of such an innovation.

79,810. (viii) *Relations of the Service with the Indian Civil Service and other Services.*—My views are fully contained in the papers originally submitted.

79,811. (ix) *Other Points.*—These points are also contained in the papers originally submitted.

Messrs. C. G. BUDGE and G. F. THORPE called and examined.

79,812. (Chairman.) Mr. BUDGE was a branch pilot of 27½ years' service. Mr. THORPE was also a branch pilot, with the same number of years service.

79,813. Mr. BUDGE said that until 1894 the service was recruited direct from the two training ships "Conway" and "Worcester" with the exception of those appointed locally. In 1894 it was decided that the age for admission should be raised from 15 to 18, and that a candidate for appointment should hold at least a second mate's certificate of competency, which required either four years at sea or three years' sea service and two years in a training ship. That change to his knowledge was not made on account of the altered conditions of the trade of the port; there was apparently no need for the alteration. The only reason he could give was the reason given to him by the Port Officer. When he asked the Port Officer why the alteration was made, he said the Indian marine officer had to go to sea and get his second mate's certificate, and he did not see why the Pilot Service should not do the same.

79,814. He considered the old system of recruitment was infinitely superior to the present system. The old system produced a pilot more used to discipline, and one who required less training in discipline. He agreed that the ultimate product of the two systems would be the same, but the recruits who came straight from the "Worcester" and "Conway" were more amenable to discipline and control than men who had been to sea for three years. He could not understand the criticism put before the Commission by the Acting Port Officer

that if the old system were reverted to, it would not be suitable to present conditions. Training in a square-rigged ship was not at all essential, provided two years was served in a training ship.

Mr. THORPE considered that three years on a sailing ship was an entire waste of time. The three years could be employed very much more profitably inside the service.

79,815. Mr. BUDGE said the present system of appointing officers to the different positions on the pilot vessels was not in accordance with what used to obtain when he joined the service. Then there was a regular apprenticeship to start with, of two years spent partly on the river under pilots and partly in pilot vessels. Then officers passed their examination for second mate, and as a vacancy occurred obtained their promotion. Then they went on the river for a year, and having passed for a first mate, were employed on a vacancy occurring in that capacity. By that time they were pretty senior and they had the junior men under them well in hand and were in a position to teach them considerably more than was possible under the present system, which admitted of a youngster being appointed as Chief Officer before he even understood the language. At present there was no regular system of appointment to the pilot vessels. Appointments were made to suit the convenience of the pilot vessel and not of the individual and service.

79,816. He regarded the prolonged training of a young officer coming out to India straight from a training vessel as very important. If there was a laxity

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of discipline, it was generally due to the too early appointment of junior men to be Chief Officers. Under his scheme the training would turn out a disciplined officer at the proper time, who in his turn would look after the young officer joining the service.

79,817. Although a training on a sailing ship would absolutely fit a man for the handling of a sailing ship, it would not necessarily fit him for the handling of a steamer. For the purposes of the pilotage of steamships, he was quite content with a training on a steamship under the guidance of a Bengal pilot.

79,818. His main objection to the proposal made by the Port Commissioners in 1903, and enunciated by the last witness, that candidates should have a master mariner's qualification, was that it involved a waste of time. In former days the service was open to that class of officer, but the experiment did not prove a success. A master mariner who would ordinarily be attracted to the service would probably be a very young man, or one too old for Government service. A very young man would probably be able to obtain his master mariner's certificate in the capacity of a second mate of a steamer, in which capacity he had no training whatever in handling a steamer, and was no better off in that respect than the youngster who came out from England.

79,819. It would be difficult to say how his proposal for recruitment to the service would affect the supply of Anglo-Indian candidates. He would suggest, however, that each year successful boys of different Indian schools should present themselves before a selection committee consisting, amongst others, of at least two members of the Pilot Service. On selection, successful candidates should be provided either by the Government, or by any philanthropic society willing to do so, with the means of joining either the "Conway" or the "Worcester" and finally of entering into competition with other candid ' to the Pilot Service. Several his 27 years' experience, had reached the rank of branch pilots.

79,820. He considered it necessary to appoint a senior pilot to administer the service, because of the benefit which would accrue to the service by having an experienced man to look after their interests. At present the Port Officer had to enquire into accidents which occurred on the river, and to settle differences between pilots, and nobody but a pilot with a complete knowledge of every rule and custom of the service could satisfactorily perform those duties.

79,821. Promotion examinations for pilots and branch pilots were undoubtedly necessary, and he would not suggest any alteration in the present form of examination.

79,822. In the Thames, pilots comprised choice pilots, and ordinary turn pilots. He could not say what their pay was, as it varied from year to year, according to the amount of work they did, but a choice pilot would compare very favourably with a branch pilot in Calcutta, from the point of view either of salary or of conditions of service, cost of living being taken into consideration. He himself would sooner earn 1,000*l.* a year in England than Rs. 2,000 a month in India.

79,823. With the exception of the Rangoon mail steamers, every ship applied for its pilot either to the pilot vessel at the Sandheads or to the Port Office in Calcutta. The Rangoon mail service were allowed by Government to have their own Bengal pilots, and these pilots did not compete for their living with the other pilots.

79,824. There was a considerable disparity in the pay of the different grades of the service. Sometimes the average pay of the branch pilot was much in excess of the average pay of the master pilot. It was impossible to say whether that state of things was likely to continue. Early in 1913 the senior master's tonnage was raised by 300 tons and no great disparity now existed between branch and senior master pilots' earnings. There were very violent fluctuations. He had evidence of that from the statistics which had been prepared by the Port Officer, and which he desired to submit.\* The fluctuations occurred both within the

grades, and as between the grades. A good deal of a pilot's income was dependent on luck, and not necessarily on the volume of shipping trade. One might have a big volume of trade coming to the port, but an individual pilot's earnings might be very small on account of his getting ballast ships, which paid a very much smaller fee than deep ships. A branch pilot had to deal with a very large number of ballast ships—quite as many as any other grade in the service.

79,825. The fluctuations of pay showed that in some years the master pilot's pay came to within a reasonable amount of a branch pilot's pay. He thought that the calculations which had been made by the Government of Bengal for 1911, and which showed that a branch pilot's pay was Rs. 2,318 and a master pilot's pay Rs. 1,337, had been framed without regard to the number of branch pilots on leave. The average number of branch pilots running in 1911 was 14.74. This grade consisted of 18 pilots. Of late, junior masters had been unfortunate; they had not had their due proportion of the pilotage.

79,826. With the increased volume of shipping trade in the Hughli, the tendency was for an increase in the proportion of larger ships. Every year the smaller ships became less numerous. He agreed, therefore, that the tendency in the future must be in the direction of even greater disparities, unless the scale of tonnage was regulated from time to time, as indeed it was. The pay of the various grades was determined by tonnage, and in order to keep the pay of each grade at a reasonable amount, the tonnage scale had periodically to be adjusted. Sometimes actual results did not fulfil expectations, and probably one grade or other suffered. It was a very difficult problem to solve.

79,827. It would be possible to formulate a scheme by which the whole of the fees could be pooled, but if such a scheme were attempted, the service would have to be very considerably increased, because men were not going to work as hard for a fixed salary as they would under competitive conditions. Pilots did certain things under present conditions which, if he were given a fixed salary, he would never think of doing. Payment by fees for work done acted as an incentive. As a means of getting over the present difficulty he would suggest a reduction in the number of pilots. He thought there were too many pilots at present. If the number of pilots was reduced, the branch's grade would still consist of 18 officers, and the reduction would be in the lower grades with the result that the pilots in those grades would individually get more pay.

79,828. Ordinarily the commanders of the pilot vessels were branch pilots, who, by reason of commanding such ships, sacrificed a very considerable sum, but at present that was not the case, because one commander had no inclination for pilotage and the other one was not allowed by Government to pilot.

79,829. There was a great disparity as between pension and pay. If the pension were to be increased, and if it were considered inadvisable to increase the charges for the service, he thought the pilots in his service would be prepared to forego a certain amount of their salary in order to have a higher pension. They were not, however, prepared to bear the whole charge of an increased pension or hand over to Government a large sum in back payments as former schemes had suggested.

79,830. (*Sir Valentine Chirol.*) When he said that his service was competitive, he meant that the emoluments of each individual member of the service depended very largely upon his own efforts.

79,831. His service would undoubtedly see grave objections to conferring the command of pilot steamers on officers of the Indian Marine. There were already three Port Officers at one end, and they did not want another Indian Marine officer at the other end. He objected to the appointment of an Indian Marine officer on the ground of his absolute want of competency for dealing with pilot affairs.

79,832. At present the Port Officer was the officer responsible for deciding all questions regarding the roster. He would like to see those questions dealt with by an officer of his own service. It was well known

\* *I* vide Appendix II.

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that in many cases a Port Officer was not competent to decide matters connected with the Pilot Service, simply because he lacked the necessary experience of the pilotage of the river Hughli and the rules and customs of the service.

79,833. The surveying of the river channels was not in the hands of the Port Officer, but in the hands of the Port Commissioners, and his service complained that they were not sufficiently consulted in regard to surveys. They were only approached as a last resource.

79,834. Mr. THORPE explained that the pilotage funds were used for many objects other than pilotage, and that if they were devoted solely to pilotage there would probably be an ample margin for increased charges on account of pensions, &c.

79,835. (Mr. Sly.) Mr. BUDGE said that in 1904 the number of pilots was increased from 52 to 58 as the result of an inquiry into the shipping of the port. He disagreed with the findings of that committee.

79,836. There was no conflict of interests between the pilot and the vessels waiting for a pilot. Vessels were all registered in their turn, and they were supplied with pilots in turn. Ships had sometimes to wait owing to the new rule by which commanders of vessels were allowed to take pilots off at their own discretion in bad weather without giving them a chance of getting off. Mr. THORPE said that some delay in taking vessels up and down the river was inevitable under certain conditions, no matter how many pilots there were in the service.

79,837. Mr. BUDGE said that in his opinion the training which could be given on the steam pilot vessel was just as good as that given in former days on the pilot brig on account of the disappearance of the sailing ship. Mr. THORPE pointed out that the three years which he wanted to give the young entrant into the service would not be spent on the steamer, but would be spent in running up and down the river with the pilot in steamers of all classes. That was the way the old pilots gained their experience. They did not gain it on the pilot brig.

79,838. Mr. BUDGE said that he objected to the pooling system because it would result in a certain proportion of lazy men slacking. He did not know whether the pooling system was in force at Bombay.

79,839. With regard to his complaint as to pilots being carried off to sea he mentioned that since the steamship companies had been relieved of the charges incurred by doing this, a greater number had been carried off—13 pilots were carried off in one week. Such a thing had never occurred before. The remedy was to make the steamship companies pay.

79,840. He did not wish to see the periodical

medical examination abolished, provided that some equivalent was given in the shape of a better pension.

79,841. With regard to the complaint about fines in cases of misdemeanour it had often been the system to cut a man's pay by half. That meant that Government was securing a certain amount of money as the result of their misdeeds of their servants, which hardly seemed right. It also meant that there was another man on the list who was competing equally with his colleagues in the service, but the service was not getting the benefit of more than 50 per cent. of his energies.

79,842. The recommendation that there should be a compulsory rule for retirement at 55 was not agreed to by some members of the service who were near that age. The junior members were in favour of it.

79,843. (Mr. Fisher.) The periodical readjustment of tonnage was carried out by the Secretary to Government, in consultation with members of the Pilot Service, and the Port Officer. It gave satisfaction for a time.

79,844. The leave rules of the service were very antiquated and ungenerous. Men now had to serve 10 years before any furlough was due to them, and then they were allowed two years' leave, which was a great deal too much at one time.

79,845. There was no place in India where members of the domiciled community could receive a training for the Pilot Service. It was not merely the small details of a nautical training that were required. A training on the "Worcester" and "Conway" taught boys to become officers, and that was the essential objects for which those two ships were instituted.

79,846. (Mr. Madge.) The necessary reduction in the number of pilots could be effected if vacancies were not filled up for a time. He could imagine no objection to that on the part of the Government or of the service.

79,847. (Mr. Lindquist.) If he were on a fixed salary he would give the ship he was piloting a much larger margin of draft in crossing a bar; he would not be in such a hurry. Therefore ships would take longer to get up and down in the river.

79,848. (Chairman.) There were bars in the river which might be saved by a little extra pluck, or by starting a little earlier at the other end. Pilots were not called upon to do that sort of thing, but they did it in order to earn more money and the ship also benefited by a quicker passage.

79,849. (Mr. Lindquist.) Under present conditions he very frequently invited an engineer to go a little faster, but it would not be within his province to do this if he were not competing with his brother officers, but was on a fixed salary.

The witnesses withdrew.

C. J. KERR, Esq., representative of the Port Commissioners, Calcutta.

*Written Statement relating to the Bengal Pilot Service by the Commissioners for the Port of Calcutta.*

79,850. In 1903 the Marine Committee of the Commissioners, in connection with an enquiry instituted by Government into certain matters relating to the Bengal Pilot Service, made a report to the Commissioners in which various questions relating to the methods of recruitment and training for the Service, and conditions of service, were dealt with. This report, being appended to the report of the Government Committee, is presumably in your hands, and it is not necessary to recapitulate the views then expressed. The Commissioners, in dealing with the present reference, have now reconsidered the recommendations made and the opinions expressed by their Marine Committee in 1903. The most important of these was the recommendation that the administration of the Pilot Service should be transferred to the Port Commissioners. This is a question which they do not regard as coming within the scope of this enquiry, and they do not therefore propose to deal with it in the present connection. They would state, however,

their belief that the Service as at present administered gives entire satisfaction to the shipping of the port, and it has still to be shown that the transfer would result in actual practical benefits, either in the reduction of the cost of pilotage or in increased efficiency. On the other points enumerated in your letter I am desired by the Commissioners to reply as follows.

79,851. (i) Method of Recruitment and (ii) System of Training.—While there would seem to be force in the views expressed by the Committee of 1903 on these two matters, it appears to the Commissioners that if, with these views before them, Government have adhered to the old system, there must be sufficient reasons for doing so, and that Government consider service as leadsmen apprentices for a period of five years to be still the best method of training for the Pilot Service. Possibly, also, the reason may be found either in the difficulty of obtaining probationers holding master's certificates or in the financial effect of the

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change. The Committee of 1903 apparently contemplated that under the change they recommended the probationary pay should remain the same, which would be impossible if the probationers were older men holding master's certificates. Here again, the Commissioners are not satisfied that the altered system which they previously suggested would actually result in economy or increased efficiency.

79,852. (iii) to (vi) **Conditions of Service, Salary, Leave and Pension.**—So long as the Service is administered by Government the Commissioners consider that these are questions to be dealt with by Government, and they do not feel themselves called upon to express any views in regard to them. It is true that their Committee in 1903 did express opinions on these points, but the Commissioners conclude that those suggestions have been considered by the Authorities possessing a more intimate knowledge of the working of the Service and of the interests of the pilots themselves, and that, as in the foregoing case, there were good reasons for not accepting them.

79,853. (vii) **Limitations in the Employment of non-Europeans.**—The Service is already open to Anglo-Indians as well as to Europeans, the number of vacancies available for local candidates being at the discretion of the Local Government. There is no demand on the part of natives of India for admission to the Pilot Service nor, so far as can be seen, is such a demand ever likely to arise. That no native of India with sufficient education to enable him to pass the examinations for the Mercantile Marine and the Pilot Service aspires to a seafaring life, is shown by the fact that even vessels under Indian ownership are commanded, officered and engineered by Europeans, indicating that Indians themselves are unable to find countrymen of their own qualified to take responsible positions on board ships. This was pointed out by the representatives of the Chamber of Commerce before the Royal Commission in 1887, and the position has not altered in any way since their evidence was given.

#### 79,854. ANNEXURE.

#### THE COMMISSIONERS FOR THE PORT OF CALCUTTA.

*Report of the Marine Committee on the Bengal Pilot Service, dated 22nd July 1903.*

(1) The Vice-Chairman, who has been deputed by the Port Commissioners to be their representative on the Committee appointed by Government to enquire into various questions connected with the Bengal Pilot Service, has asked for an expression of the views of the Commissioners on the subject, in order that they may be laid before the Committee. The Marine Committee have accordingly, at three meetings held specially to consider the subject, gone very fully into the various questions affecting the constitution and administration of the Bengal Pilot Service, which are hereinafter referred to.

#### *Recruitment of Pilot Service.*

(2) The first question requiring to be noticed is the manner of recruiting the service. At present the service is recruited from the following two sources:—

(a) By nomination by the Secretary of State from the training ships "Conway" and "Worcester." The nomination is considered the highest prize obtainable, and the young men appointed are generally those who have secured the King's medal. These young men, after passing out to the training ships, are required to go to sea and obtain a second mate's certificate, after which they join in Calcutta as leadsmen apprentices.

(b) The second source of recruitment is from locally selected candidates who are required to appear at a competitive examination in Calcutta. This was a concession made by Government in favour of the domiciled community. These candidates must not be less than 18 nor more than 22 years of age, and they also must produce a certificate of second mate at least.

(3) The nominees from the training ships and the locally selected candidates draw the same salaries, enjoy

the same privileges, and serve the same period of training as leadsmen apprentices. The leadsmen apprentices are divided into the following four classes:—

- |                          |                          |
|--------------------------|--------------------------|
| (a) First mates,         | (c) Second mates,        |
| (b) Senior running list, | (d) Junior running list, |

and are attached to the three pilot brigs and the R.I.M. steamship "Guide." Under present arrangements they are partly trained as officers on board the pilot brigs, partly as officers of the R.I.M. "Guide" and partly in running up and down the river as leadsmen. They may not, however, as implied by the name, be necessarily occupied in heaving the lead. In actual practice they are at times on the bridge with the pilot or otherwise employed. The course of training usually extends to about five years, when they are eligible for examination as mate pilots and are promoted when vacancies occur, their average age being then about 27 years. One point to which attention is invited is that during the term of apprenticeship the salaries and messing allowances of apprentices are a charge on the pilotage dues. Another point is that no higher qualification is required than that of a second mate's certificate.

(4) The Committee are unanimously of opinion that, instead of service being recruited as heretofore, it would be better to recruit it uniformly from officers of the Mercantile Marine holding master's certificates. That such men are obtainable at a suitable age, say from 26 to 27, has been proved by the fact that the Commissioners' Service of Assistant Harbour Masters is now successfully recruited in this way. The greater attractiveness of the Bengal Pilot Service would give the Government a wide selection of the very best men in the Mercantile Marine, men already possessing as qualified masters the skill and experience required in the handling of large vessels and only needing training in local knowledge to qualify as pilots. A probation of a year or so would be sufficient to enable them to appear for examination. This has also been proved in the past when the service was partly recruited by licensed pilots, of whom there are now six in the branch pilot grade.

(5) The conditions, moreover, under which the river is navigated have greatly changed in recent years, vessels being now navigated at a high rate of speed with the assistance of the river charts and other hydrographic information, which from day to day are made available by the River Survey Department. Under these changed conditions the training of leadsmen has lost its value, and it would be better that, instead of this training, the apprentices should serve some months on the survey vessels, as in that way the probationers would learn more of the bed of the river, the tides, the limits of the channels, &c., than they ever could learn on board vessels running at a high rate of speed up and down the river. The financial advantage would be that the charge on the pilotage dues for maintenance of the apprentices would be reduced from five to one or two years, a limit being placed on the period of probation.

#### *Constitution of Service.*

(6) The Committee are of opinion that the Bengal Pilot Service should be constituted on much the same lines as other departments in the Public Service, and with the same privileges in regard to leave, allowances and pensions as are enjoyed by other officers of Government. There are two reasons for this proposal. The first is that the public will have a greater confidence in a service of this character than in an open service of licensed pilots. Another reason is that Government would have a better control. It would mean that the pensions to which pilots would be entitled on their retirement would be greatly increased. At present the pensions are as follows:—

	Rs.
Branch pilots - - -	200 per mensem.
Other - - -	100 "



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[Continued.]

*Scale of Remuneration.*

(7) Only two of the pilots now remaining in the service are entitled to 60 per cent. of the pilotage dues on the ships piloted by them. The others receive only 50 per cent. Excluding the two above mentioned, whose monthly earnings in 1902 amounted to Rs. 2,717, the average earnings of the several grades were as follows:—

	Branch Pilots.	Senior Masters.	Junior Masters.	Mate Pilots.
	Rs.	Rs.	Rs.	Rs.
For five years, 1893-97.	1,457	975	710	429
For five years, 1898-1902.	1,923	1,245	835	593
For one year, 1902	2,107	1,159	743	625

(8) The fact that the pilots have been in receipt of these incomes of recent years must be taken into consideration in determining what income should be assured to the service in future. On the other hand, allowance must be made for the better pensions that will accrue to them under the present proposals. The conditions as to the pilotage of the Hooghly are of so special a character that no comparison can be made between this Pilot Service and the Pilot Services in other large ports of the British Empire. It may, however, be generally stated that the earnings of the Bengal Pilot Service are very greatly in excess of the salaries of the captains of the Royal Navy and Royal Indian Marine, and also of the captains of the best lines of steamers in the Mercantile Marine. The Committee accordingly are of opinion that salaries on the following scale should attract to the service the very best class of officers from the last-mentioned service, namely:—

	Rs.
First grade or branch pilots	1,500 per mensem.
Second „	1,000 „
Third „	750 „

Probationary pilots to receive the same salaries and allowances as are now paid to leadsmen apprentices. It will be observed that these proposals reduce the difference in salaries between the branch pilots and the next grade, and also reduce the number of grades from 4 to 3.

*Numerical Strength.*

(9) The Committee wish to lay stress upon the necessity that the numerical strength of the service should be sufficiently high to preclude the possibility of detention to the shipping as has sometimes happened in the past.

*Steam Pilot Vessels.*

(10) An important improvement is the substitution of steam pilot vessels for the existing sailing brigs. The arguments in favour of the change are obvious and need not be repeated. The Committee are informed that the Government have this question under consideration and have indeed called for an estimate of cost, but the matter should nevertheless be pressed upon the attention of Government.

*Application for Pilots.*

(11) The existing practice with regard to applications for pilots would appear to require amendment. The master or agent of a vessel may under present arrangements apply for the same pilot to take his vessel down the river as brought her up, provided he is in a grade eligible to pilot vessels or that tonnage.

(12) At one time the master or agent of a vessel was allowed to choose the pilot who should pilot the vessel to sea, but this gave rise to so much dissatisfaction amongst the pilots that they memorialised the Government (Sir Ashley Eden being then the Lieu-

tenant Governor) to abolish such system, and the privilege of selection allowed to the agents and masters was thereupon restricted to that now existing of allowing them to give preference only to the pilot that brought the vessel up. It is claimed in favour of this arrangement that the pilot being interested in the vessel, makes it his business to help the agent or master with advice as to the draft to which his vessel may be loaded. It is further claimed that in bringing the vessel up the river the pilot has an opportunity of acquiring a knowledge of the special qualities of that vessel, which will be helpful to him in afterwards taking her to sea. The first argument has little value and need not be noticed. To the second, it may be replied that the majority of the vessels trading to Calcutta come and go at such regular intervals that the special qualities of the vessel become well known; besides the master or officers of the vessel are always at hand to advise the pilots on this point.

(13) On the other hand, there are strong objections to the practice. In the first place, it continues, although in a diminished degree, the making of an invidious distinction between one individual and another, and in a service where the men are all competent there is no reason for such a distinction to be made. Secondly, the master of the vessel may be put to considerable difficulty and loss in respect to the loading of his vessel should the exigencies of the service have taken a pilot away from Calcutta, because the master would in such case be put about to get the exact information he required as to the allowable draft and the most suitable day for sailing. Thirdly, the practice implies that the allowable draft is variable, according to the opinions of individual pilots, one being prepared to allow a certain draft and others some inches more or less. This does not seem to be a question that should be left for settlement according to the views of each individual pilot. The allowable draft for a particular day should be authoritatively fixed some days ahead for each vessel according to her speed and build, and modified from day to day as may be necessitated by altered conditions of the river bars and tides, such information being exhibited on a board for public reference in the Port Office.

*Trial of Pilots.*

(14) The question is asked by Government as to whether it is necessary or desirable to revise Act XII. of 1859 in order to bring it more into accordance with the present conditions and requirements. The Port Commissioners have really no concern at present with the revision of this Act, as it refers to matters connected with the maintenance of discipline and the trial of pilots. Government having the control of the Pilotage Department, it is for Government to make such rules as they may think proper; and although the Act question lays down a special procedure for the trial of pilots, it is but very rarely that such procedure is brought into operation. The pilots would appear, however, to be commonly dealt with under section 21 of that Act, which provides as follows:—

“Nothing contained in this Act shall be held to restrict the Marine authorities of the Government from passing such orders as may be deemed proper upon any charge of breach of duty preferred against any person employed in the said Pilot Service, when it shall not be deemed necessary that such person should be brought to trial for such breach of duty under the provisions of this Act.”

(15) But, taking a broad view of the question, there appears to be no reason why the regulation in respect to the trial of pilots should be in any way different to those respecting the trial of masters and officers of the Mercantile Marine. The Merchant Shipping Act, however, does not include pilots, but only masters, mates and engineers. The Court of Enquiry in regard to which the Commissioners lately offered suggestions is the Court assembled under the Merchant Shipping Act not to try pilots but to elucidate the causes of the accident. The trial of pilot comes after that if the finding of such Court of Enquiry should implicate him.

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Mr. C. J. KERR.

[Continued.]

*Administration of the Pilot Service.*

(16) The Committee lastly would urge that the administration of the Pilot Service should be transferred to the Port Commissioners. The circumstances all point to the advisability of this change. To the Commissioners are entrusted the conservation of the river and its approaches and their improvement, the improvement of the conditions and facilities required for the commerce of the port and its future needs, and the study of the economical advantages of the locality and of the best methods for ensuring the despatch of vessels as well as the handling of their cargoes. The Commissioners, therefore, are in close touch with all the requirements of the shipping, and all the resources of the port are theirs. The Pilot Service is but an integral part of the general operations of the port, and

it is an anomaly that it should be under separate management; and it would seem to follow that the Port Trust of Calcutta should administer all the affairs of the port, and, as at Liverpool and other large ports in the United Kingdom and in India, be the controlling authority in regard to all matters connected with the pilotage of vessels. It is a change that would also be likely to result in considerable economy in administration.

C. E. BUCKLAND, *Chairman*.  
F. G. DUMAYNE, *Vice-Chairman*.  
W. CHANDLER,  
A. A. APCAR,  
JAMES TURNER,  
RIVERS G. CURRIE, } *Members*

Mr. C. J. KERR called and examined.

79,855. (*Chairman*.) The Port Commissioners as now constituted differed from the view taken by the Committee of the Port Commissioners, 1903, on the question of recruitment and training for the Pilot Service. The present Commissioners were not of the opinion that the proposals then made would result in economic or increased efficiency. They were satisfied with the present system. The general opinion of the Port Commissioners was that the present training produced a very fine body of men, and they did not see how it could be improved upon. Notwithstanding an increased volume of shipping up the Hughli, there had been a decrease of serious accidents.

79,856. The statement made in 1903 that the earnings obtainable by the Bengal Pilot Service were considerably higher than those which could be earned by captains in the Royal Navy or the Royal Indian Marine, or by officers in charge of ordinary merchant vessels, still held good at the present day.

79,857. The pay of a branch pilot was very high in comparison with the pension, and it would be an advantage to the service to make some attempt to adjust the disproportion. It would be a fairer division if the pension were a little higher, and the pay not quite so high. He spoke particularly with regard to branch pilots.

79,858. The disparities of pay as between the grades of the services could, to a certain extent, be removed by a readjustment of the tonnage dues. In his opinion the time was due for a readjustment. His opinion was that the junior pilots received too little and the senior men too much. The pooling system which had been suggested required some consideration, but it seemed a sound suggestion. He certainly thought there might be something in the system and suggested that a scheme should be worked out by financial experts. A fixed salary system should not affect either the safety or the rapidity with which ships were taken down the Hughli, and under proper regulations and discipline it would not.

79,859. It might be advisable definitely to earmark a number of vacancies in the Pilot Service for the domiciled community if the members of that community had the necessary qualifications. He would not go so far as to say that it was absolutely necessary for men selected in India to go to England and have the same training on the training ships as the officer recruited in Europe, but there was no doubt that a training in England on the "Conway" or "Worcester"

helped to build up the character of a man and to give him a sense of discipline.

79,860. (*Mr. Madge*.) He approved of the present system of five years' training. He would not include in those five years four years' experience in a sailing vessel, as he did not think it was necessary. Recruits obtained sufficient deep sea training in the "Conway" and "Worcester," where they spent three years.

79,861. It was the fact that four years' training in a sailing vessel was demanded, and that this was an impossible condition for Anglo-Indians to fulfil. The only remedy for the difficulty would be to send Anglo-Indians to England.

79,862. If appointments at the top of the Pilot Service were abolished as they were vacated, and the fees now payable were distributed amongst a smaller number of officers, the prospects of the service would be improved, and some of the present discontent would be removed; but the question was one which would require very careful consideration, because the Port of Calcutta must not be left with too few pilots. Fifty per cent. of the pilotage fees was put into the general revenue of Government. It was possible that a proportion of that might be devoted to the service, so as to improve its prospects, but it was a question of getting Government to agree to it. Such a scheme would not affect the port charges at all.

79,863. He was not prepared to say whether he would approve of a member of the Pilot Service being taken into the Port Office to advise on questions relating to the Pilot Service. The opinion of the Port Commissioners was that the present system had worked satisfactorily.

79,864. (*Mr. Fisher*.) He agreed with the view that the leave rules of the Pilot Service were antiquated, and ought to be thoroughly remodelled.

79,865. The Port Commissioners were satisfied with the present position of the Survey Service, but it was very important that the Survey and the Pilot Services should be in close co-ordination. At present the Pilot Service was under the Port Officer, and the Survey was under the Port Commissioners. It might be better to have them both under one head.

79,866-80,043. (*Mr. Sly*.) He had no reason to suppose that the present number of pilots was excessive. Speaking from the steamship companies' point of view, he thought that the present staff of pilots was sufficient for the work of the port.

The witness withdrew.

## APPENDIX I.

## LIST OF APPENDICES.

- I.—STATEMENT showing the PERIODS spent in each GRADE by SIX BRANCH PILOTS on the LIST.  
 II.—STATEMENT showing the AVERAGE EARNINGS of PILOTS.  
 III.—MEMORANDUM prepared by the GOVERNMENT of BENGAL relating to the BENGAL PILOT SERVICE.  
 IV.—STATEMENT of the CIVIL APPOINTMENTS on Rs. 200 a month and over held by EUROPEANS, ANGLO-INDIANS, and INDIANS on the 1st April 1913, in the BENGAL PILOT SERVICE.  
 V.—REGULATIONS relating to APPOINTMENTS by the SECRETARY OF STATE FOR INDIA to the BENGAL COVENANTED PILOT SERVICE.

## APPENDIX I.

(Referred to in paragraph 79,775—Commander Forteach's evidence.)

STATEMENT showing the PERIODS spent in each GRADE by SIX BRANCH PILOTS on the LIST.

Names.	Leadsman Apprentice.	Second Mate Leadsman.	First Mate Leadsman.	Mate Pilot.	Junior Master Pilot.	Senior Master Pilot.	Branch Pilot.
C. G. Stock	26th Oct. 1877 to 17th Oct. 1879.	18th Oct. 1879 to 17th Oct. 1881.	18th Oct. 1881 to 8th Oct. 1882.	9th Oct. 1882 to 18th Oct. 1886.	19th Oct. 1886 to 13th June 1891.	14th June 1891 to 13th June 1897.	14th June 1897.
A. W. J. Turner	31st Oct. 1879 to 26th Jan. 1882.	27th Jan. 1882 to 29th June 1885.	30th June 1885 to 5th May 1886.	6th May 1886 to 21th June 1890.	25th June 1890 to 4th July 1895.	5th July 1895 to 12th Nov. 1902.	13th Nov. 1902.
E. W. J. Bartlett	10th Jan. 1878 to 22nd May 1881.	23rd May 1881 to 1st Mar. 1887.	2nd Mar. 1887 to 24th Mar. 1888.	25th Mar. 1888 to 3rd June 1894.	4th June 1894 to 5th Mar. 1897.	6th Mar. 1897 to 27th Mar. 1901.	28th Mar. 1901.
J. Sherman	28th Oct. 1883 to 29th Oct. 1885.	30th Oct. 1885 to 24th June 1888.	25th June 1888 to 3rd Sept. 1890.	1894.	1897.	23rd July 1899 to 3rd July 1904.	4th July 1901.
G. U. Mellard	27th Oct. 1884 to 31st Oct. 1886.	1st Nov. 1886 to 27th Mar. 1889.	28th Mar. 1889 to 2nd Feb. 1891.	3rd Feb. 1891 to 6th Apr. 1895.	7th Apr. 1895 to 5th Jan. 1900.	10th Jan. 1900 to 14th Feb. 1905.	15th Feb. 1905.
H. S. Tozer	27th Oct. 1884 to 31st Oct. 1886.	1st Nov. 1886 to 24th June 1889.	25th June 1889 to 22nd Aug. 1891.	23rd Aug. 1891 to 18th June 1895.	19th June 1895 to 20th July 1900.	21st July 1900 to 2nd Feb. 1906.	3rd Feb. 1906.

## APPENDIX II.

(Referred to in paragraph 79,824—evidence of Messrs. Budge and Thorpe.)

STATEMENT showing the AVERAGE EARNINGS of PILOTS.

Year.	Branch Pilots.		Senior Master Pilots.		Junior Master Pilots.		Mate Pilot.	
	Number of Running Pilots.	Average Earnings of each Pilot.	Number of Running Pilots.	Average Earnings of each Pilot.	Number of Running Pilots.	Average Earnings of each Pilot.	Number of Running Pilots.	Average Earnings of each Pilot.
		Rs.		Rs.		Rs.		Rs.
1900	10.55	1,986	9.57	1,535	6.77	938	7	731
1901	12	2,057	11.97	1,183	4.84	798	5	600
1902	12	2,101	11	1,159	5.64	743	5	625
1903	12	2,173	10	1,227	6	743	5	517
1904	14	2,175	10	1,305	5	865	7	507
1905	14	2,137	8	1,507	6	1,013	8	725
1906	14	2,112	10	1,657	5	989	7	641
1907	15	2,096	10	1,556	5	936	5	795
1908	15	2,201	12	1,265	5	848	6	540
1909	*15	2,096	*12.73	1,212	*5.83	785	*6.58	515
1910	15	2,154	13	1,255	5	784	7	553
1911	14.74	2,318	12.66	1,337	4	764	7	582

\* The figures for running pilots are for nine months, viz., from 1st April to 31st December 1909.

## APPENDIX III.

MEMORANDUM prepared by the GOVERNMENT OF BENGAL relating to the BENGAL PILOT SERVICE.

(1) *Present Regulations as to Recruitment, Training, and Probation, and whether they are satisfactory.*

The service is recruited both in England and in India. Entry to the service is confined to Europeans or the descendants of European or Eurasian parents domiciled in India of between 18 and 22 years of age. Candidates are required to possess a Board of Trade or Colonial certificates of competency as 2nd mate or any higher grade and evidence of having served at sea for not less than three years in a square-rigged sailing vessel of over 300 tons. Candidates appointed in England are usually recruited from the training ships "Conway" and "Worcester," and are granted a free second-class passage to India and an outfit allowance of 20l. There is no differentiation in the terms of service between the candidates appointed in England and those appointed in India. In India candidates are appointed by the Government of Bengal after a competitive examination held at Calcutta, usually in the month of April, and the number of vacancies allotted to such candidates is left to the discretion of the Local Government.

All candidates are required to serve an apprenticeship of 5 years in the leadsmen apprentice grade, which period may, in exceptional circumstances, be reduced to 4½ years with the sanction of the Local Government; whilst in this grade candidates are required to undergo a course of training in the duties of a pilot and pass periodical examinations; failure for the third time usually results in the removal of the leadsmen.

These regulations have generally worked satisfactorily so far as can be observed from the results.

(2) *Rates of Pay and Allowances in force in 1890 and 1900 and at the present time, and whether the present Rates of Pay and Allowances are satisfactory.*

Pilots are remunerated by a share of the pilotage fees, paid by the ships piloted by them, as fixed by the Government of Bengal, the present rate being 50 per cent. When on leave or special duty, pilots receive allowances according to the rates fixed for their rank; the subjoined figures show the rates of grade allowances and average earnings per mensem of pilots during the years 1890, 1900, and 1912:—

	Grade Allowances. (1890, 1900 and 1912).	Average Earnings.		
		1890.	1900.	1912.
	Rs.	Rs.	Rs.	Rs.
Branch Pilots	1,000	1,225	1,986	2,364
Senior Master Pilots.	700	818	1,335	1,165
Junior Master Pilots.	700	536	938	580
Mate Pilots	400	301	731	601

The above figures show a considerable drop in the average earnings by junior master pilots and mate pilots, since the year 1900, and efforts have been made recently to readjust the tonnage regulations so as to secure a more equitable distribution of the pilots' earnings. The general increase in the earnings of pilots since 1890 appears to require a readjustment of the rates fixed for the calculation of leave and special duty allowance, and the Governor in Council is of opinion that these might be taken in future at Rs. 2,000 for branch pilots, Rs. 1,200 for senior

master pilots, Rs. 700 for junior master pilots and Rs. 500 for mate pilots.

(3) *The number of Pilots in each Grade and the provision made in the Cadre for Leave and Training.*

The sanctioned number of pilots of all grades is 58, of which 18 are branch pilots, 30 master pilots and 10 mate pilots, and the sanctioned number of leadsmen apprentices is 16. Of the total number of pilots 9 are allowed to be on long leave at one and the same time and 3 on privilege leave. These limits are sometimes exceeded when the condition of trade permits of it.

(4) *What Appointments outside the authorised Cadre are held temporarily, or otherwise, by Officers of various services.*

None.

(5) *Whether any addition is required to the present Cadre.*

No circumstances have arisen to warrant an increase in the cadre.

6. *Pensions.*—The question of the pensions granted to members of this service has not been referred by the Commission for the opinion of this Government, but in view of its special importance and the representations made by the pilots on the subject, the Governor in Council desires to make a brief reference to it. The rates of retiring pensions were fixed in the year 1821, when the salaries earned by pilots were much smaller than those earned by them at the present time, while the value of the rupee was much higher and the cost of living in Calcutta was but a fraction of its cost to-day.

The rates of retiring pensions after a service of 30 years, are (as they were in 1821) for—

Branch Pilots	-	Rs. 200 per mensem.
Any lower rank	-	" 100 "

*Invalid Pension.*

Branch Pilot	-	Rs. 200 per mensem.
Master "	-	" 100 "
Mate Pilot	-	" 60 "
Leadsmen Apprentices if appointed after 3rd October 1909.	-	A gratuity under article 479 (a) of the Civil Service Regulations.

*Superannuation Pensions.*

The same as invalid pensions.

These pensions are governed by Articles 678, 679, and 682 of the Civil Service Regulations.

Contributions are made towards pensions for widows and children as follows:—

	Contribution.	Widows.	PENSIONS.		
			Children.		
Branch Pilots	Rs. 40	Rs. 100	Daughter until the age of 10.	Daughter over 10 years and until marriage.	Son until the age of 15.
Master "	20	50	—	—	—
Mate "	10	30	Rs. 14	Rs. 20	Rs. 12

## APPENDIX III. (continued).

These contributions have been calculated as amounting to half the liabilities.

This question of pensions has formed the subject of memorials to Government on several occasions during the last 30 years, but it has not been found possible hitherto to take any action favourable to the memorialists. The recent drop in the earnings of the pilots in the lower ranks of the service, combined with the great increase in the cost of living in Calcutta, has, however, undoubtedly strengthened the case for the reconsideration of the rates set out above, as it has become increasingly difficult for the members of the service to make any provision for their retirement, especially if they are married, until they reach the grade of branch pilot, while slowness of promotion and the arduous nature of a pilot's duties, with the risk of a failure in health and eyesight, which might unfit him for those duties, render more imminent the possibility of retirement becoming necessary before the rank of branch pilot has been reached.

In 1907 a Committee was appointed to enquire (*inter alia*) into the subject of the pension of the Pilot Service, and on this Committee were three members of that service.

At the instance of this Committee, calculations were made by the Deputy Comptroller-General, to see what would be the additional expenditure involved if pensions based on the rules applicable to Uncovenanted Officers were given instead of the existing scale. The result of the calculations made showed that it would be tantamount to an addition of Rs. 281 a year to the salary earned by each pilot throughout the period of service. It was agreed that, if it was decided to levy

this contribution from the members of the service, a fair contribution would be—

Branch Pilots -	-	-	-	Rs. 50
Senior Master Pilots	-	-	-	" 40
Junior " "	-	-	-	" 25
Mate Pilot	-	-	-	" 20

The members of the Pilot Service were, however, unwilling to contribute the whole cost of the improvement of their pensions or to consent to the establishment of a Provident Fund to which Government would not contribute. They have invariably claimed that some share of the cost should be borne by Government, out of the surplus revenue, which annually accrues to Government from pilotage fees.

In all the circumstances of the case, the Governor in Council is inclined to the view that this question of the improvement of pensions in this service requires further consideration, on the lines that have been suggested, and His Excellency is having enquiries made as to the actual expenditure incurred under all heads on the work of pilotage and the proportion it bears to the share of the fees received by Government. The high average earnings of branch pilots, as compared with the salaries given to officers of Government in other branches of the Government service, suggest that a scheme for contributory pensions is suitable for this service, and while the above enquiries are being conducted an attempt will be made to devise a scheme of this kind, which will meet the reasonable requirements of the case without imposing any undue burden upon the resources of Government. In the meantime it is hoped that the Royal Commission will see fit to take this question up and to include it within the scope of their report.

## APPENDIX IV.

STATEMENT of the CIVIL APPOINTMENTS on Rs. 200 a Month and over held by EUROPEANS, ANGLO-INDIANS, and INDIANS on the 1st April 1913, in the BENGAL PILOT SERVICE.

Number of Employés in each Grade or Class.

Pay.	Hindus (including Sikhs and Parsis).															
	Total.	Europeans.	Anglo-Indians.	Brahmins (including Shenvais).	Kshatriyas.	Kaivashas (including Prabhus).	Bauhyas and Vaisyas.	Sutras.	Other Hindus (i.e., other than those shown in cols. 5 to 9).	Total Hindus (cols. 5 to 10).	Sikhs.	Parsis.	Total Hindus, Sikhs, and Parsis (cols. 11 to 13).	Muhammadians.	Indian Christians.	Buddhists.
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.	17.
Rs.																
300-400	4	2	2													
400-500	5	3														
500-600	2	2														
600-700	2	1	1													
700-800	11	9	2													
800-900	3	1														
1,000-1,200	9	4	5													
1,200-1,400	4	2	2													
1,600-1,800	3	3														
1,800-2,000	1		1													
2,000-2,500	8	7														
2,500-3,000	2	2														
3,000-3,500	1	1														
Total	55	39	16													

NOTE.—The scales of pay shown in this statement are based on the earnings of the officers concerned for March 1913.

## APPENDIX V.

## REGULATIONS relating to APPOINTMENTS by the SECRETARY OF STATE FOR INDIA to the BENGAL COVENANTED PILOT SERVICE.

*Conditions of Admission.*

1. Appointments to the Bengal Pilot Service are made by the Secretary of State for India and by the Government of Bengal; the latter appointments are limited to Anglo-Indians and Eurasians and are made under separate regulations. In the case of appointments made by the Secretary of State, preference will be given, *ceteris paribus*, to candidates who have passed through one of the training ships "Worcester" and "Conway."

2. Candidates for the Secretary of State's appointments must be not less than 18 and not more than 22 years of age. They must produce a Board of Trade or Colonial Certificate of Competency as a Second Mate, or any higher grade, for a foreign-going ship, and evidence of having served at sea not less than two years in a square-rigged sailing vessel of over 300 tons.

3. Every candidate must produce satisfactory evidence as to age and character, and selected candidates are required to appear before the Medical Board at the India Office for examination as to their physical fitness for the work of a Pilot in a tropical climate.

*Regulations.*

4. A selected candidate, if passed by the Medical Board, will receive a second-class passage to Calcutta and an allowance of 20*l.* for outfit. If he resigns or leaves the service before he has served five years he will be required to refund the cost of his passage to India and the outfit allowance, unless his resignation is due to ill-health certified in the manner prescribed by the Government of India. He will have to give an undertaking with two sureties for such refund.

5. A Leadsman Apprentice, on arriving at Calcutta, will report himself to the Port Officer, and will receive Rs. 107 a month from the date of his arrival, to enable him to support himself in Calcutta and to pay his mess money when on board the pilot brigs.

6. A Leadsman Apprentice will go through such a course of training and pass such examinations as the Government of Bengal may from time to time prescribe. The rates of pay and allowances of Leadsman Apprentices while on duty are as follows, without exchange compensation allowance:—

When on the running list:—

	Rs. a month.	
Junior Leadsmen -	107	*Plus 50 per cent. of the lead money collected from the ships on which they do duty.
Second Mate Leadsman -	135	
First Mate Leadsman -	160	

When employed as Chief and Second Officer:—

	Rs. a month.	
Chief Officers of pilot vessels -	160	} Plus a mess allowance of Rs. 40 a month.
As Second Officers of pilot vessels -	135	

7. After five years' service as a Leadsman Apprentice he will be permitted to appear at an examination to qualify for appointment as Mate Pilot, but if he shows exceptional ability, and has passed each previous examination on his first attempt, bears a very good character, and is otherwise well reported on, this period may, with the special sanction of Government, be reduced to 4½ years, when, if successful in the examination, he will be promoted to the grade of Mate

Pilot on the occurrence of a vacancy. While remaining as a Leadsman Apprentice, after passing this examination, he will receive a salary of Rs. 175 a month.

8. After three years' service as Mate Pilot he will be permitted to go up for an examination to qualify for appointment as Master Pilot, and, if successful, he will be promoted to that grade on the occurrence of a vacancy.

9. Vacancies which occur in the grade of Branch Pilot will be filled up by promotion, from the Master Pilots' Grade, of men who have passed the Branch Pilots' examination.

10. Branch Pilots and Pilots who have passed the Branch Pilots' examination, on attaining the age of 40, will, while under 55 years of age, be examined at intervals of three years by the Marine Surgeon with respect to their eyesight and general physical fitness for the performance of their duties. All pilots who continue in the service after attaining the age of 55 years will be similarly examined every year.

11. If the Local Government has reason to believe that a pilot is, owing to physical unfitness of any kind, incapable of discharging his duties properly, it shall arrange for his medical examination, and shall take such action as may seem desirable when the results of that examination are communicated. In particular, Pilots shall be medically examined after the occurrence of any accident to the vessel in their pilotage charge, if the circumstances tend to show that the accident was in any way attributable to physical unfitness on the part of the Pilot.

12. Pilots are not entitled to any salary while on pilotage duty, but receive as their remuneration a share, at present 50 per cent., but liable to alteration at the discretion of the Government of Bengal, of the pilotage dues paid by ships piloted by them.

13. The Government of Bengal reserves to itself the right to require all pilots to obtain a Home Trade Master Mariner's certificate before they are promoted to be Senior Master Pilots.

14. Every member of the Pilot Service is subject to such rules as the Government of India, or as the Government of Bengal, under the control of the Government of India, may from time to time respectively make in regard to discipline, leave, leave allowances, number of officers in the Service, distribution into grades, tonnage of ships to be allotted to the several grades, &c., and in all respects he is amenable to such orders as may be passed by the Government of Bengal, and is liable to degradation, suspension, and dismissal by the Government of Bengal for any breach of such rules or orders, or for misconduct.

15. The principal leave and pension rules at present in force are contained in Chapter XXXIII. of the Civil Service Regulations, fifth edition, and are summarised below; but it is to be understood that the rules are subject to alteration at the discretion of the Government of India. Pilots are required to contribute towards the cost of pensions for their widows and orphans under rules which will be found on pages 5-6 of this memorandum.

*Principal Rules relating to the Pay, Leave, and Pensions of the Bengal Covenanted Pilot Service.*

(Notice.—This memorandum is merely intended to show the principal leave and pension rules in the Civil Service Regulations applicable to the Bengal Pilot Service without going into minute details, and does not profess to deal with every case that may arise. Any disputed question must be decided with reference to

\* The percentage of the lead money collections payable to Leadsman Apprentices is liable to alteration at the discretion of the Government of Bengal.

## APPENDIX V. (continued).

the authorised text of the Civil Service Regulations for the time being, and the memorandum should not be quoted in official correspondence.)

## SECTION I.—Pay and Leave Rules.

*Pay of Grades.*

For the purposes of the leave rules the pay of the several grades of the Service shall be taken to be as follows:—

	A Month.
Branch Pilot - - -	Rs. 1,000
Master Pilot - - -	700
Mate Pilot - - -	400
1st Mate Leadsman passed as Mate Pilot - - -	Rs. 175
1st Mate Leadsman - - -	160*
2nd Mate Leadsman - - -	135*
Leadsman Apprentice - - -	107*

\* Without exchange compensation allowance.

Certain allowances are given to pilots while on special duty and for certain journeys to join vessels.

*Furlough.*

Furlough may be taken to the extent of four years during the entire period of service, in the following instalments, viz. :—After ten years' service, two years; and after every subsequent eight years, one year, on an allowance of half the average pay for the last three years. Provided that no furlough can be granted to an officer who has taken leave on medical certificate until three years after his return from leave on medical certificate, or to an officer who has taken privilege leave of over six weeks' duration until 18 months have elapsed between last return from such leave, and the furlough or privilege leave, if any, with which the furlough is combined. If a portion of an instalment is taken, the remainder may be added to any later instalment; provided that not more than two years' furlough may be taken at one time.

*Leave on Medical Certificate.*

Leave on medical certificate may be taken to the extent of three years during the whole period of service, but not for more than two years at a time, and not more than twice out of India. Such leave cannot be taken for more than one year, except after three years' continuous service immediately preceding. Leave on medical certificate cannot be counted as service for furlough, and no leave on medical certificate can be taken while any furlough is due. An officer on leave under this article is entitled to half his average pay for the first 15 months of each period of such leave, but not for more than 30 months in all. For the rest of his leave under this article he is entitled to a quarter of his average pay. The minimum furlough allowance during leave on medical certificate to an officer to whom any allowance is due shall be—

	A Month.
In the case of a Branch Pilot, Master Pilot, and Mate Pilot - - -	Rs. 100
In the case of a Mate Leadsman, and Leadsman Apprentice - - -	50

*Special Leave.*

Special leave on urgent private affairs may be granted at any time for not more than six months, provided that an officer who has had special leave must render six years' active service before he can again have such leave.

For the first six months for which an officer is on special leave, whether the six months be included in the same leave or not, he is entitled to a leave allowance of half his average pay for the last three years. Thereafter he is entitled to no leave allowance.

In the case of an officer compelled owing to ill-health to take leave out of India under the foregoing

rules, half average pay and quarter average pay are subject to the following minimum rates:—

	Minimum.
Half average pay—	
If paid in England	200l. a year, or three-fourths of the pay last drawn on duty, whichever is less.
If paid in India	Rs. 168½ a month, or three-fourths of the pay last drawn on duty, whichever is less.
Quarter average pay—	
If paid in England	100l. a year, or 37½ per cent. of the pay last drawn on duty, whichever is less.
If paid in India	Rs. 83½ a month, or 37½ per cent. of the pay last drawn on duty, whichever is less.

*Subsidiary Leave.*

Subsidiary leave is given to an officer quitting India to enable him to break up his domestic establishment and travel to the port of embarkation, and to an officer returning to India to enable him to travel from the port of debarkation and reorganize his establishment.

Such leave may be prefixed and affixed to furlough, leave on medical certificate, and special leave on urgent private affairs taken out of India.

*Privilege Leave.*

Privilege leave may be granted—

- (1) Without medical certificate, on full pay, to the extent of one calendar month in twelve. Such leave may be accumulated to a maximum amount of three months, and may be prefixed to other kinds of leave.
- (2) On a medical certificate, on half pay, for two months in twelve. Such leave cannot be accumulated, or combined with other kinds of leave; but it may be granted in extension of other privilege leave, in which case the whole period is treated as leave on half pay.

*Extraordinary Leave.*

Subject to certain limitations, extraordinary leave without pay may be granted in case of necessity, and when no other kind of leave is by rule admissible.

*Leave after the Age of 55.*

A pilot, after he attains the age of 55 years, may be granted privilege leave and any special leave on urgent private affairs to which he may be otherwise entitled. Except in the case of an officer who, after the age of 54 years, has been refused leave owing to the exigencies of the public service, the grant of the above leave is subject to the condition that, if required, the officer returns to duty at the end of the leave. No other leave granted to a pilot before his fifty-fifth birthday has effect after that date.

## SECTION II.—Pension Rules.

*Retiring Pension.*

After an actual service of 30 years in India, a pilot is entitled to a retiring pension according to his rank, as follows:—

	Monthly Pension.
Rank of Retiring Officer—	
Branch Pilot - - -	Rs. 200
Any lower rank - - -	100

*Invalid Pension.*

A Pilot whom the Medical Board of the India Office, or the Administrative Medical Officer at Calcutta or a Medical Committee over which the Administrative Medical Officer should, when practicable

## APPENDIX V. (continued).

preside, duly certifies to be incapacitated for further service is entitled to an invalid pension, varying according to his rank, as follows :—

Rank of Retiring Officer :—	Monthly Pension.
Branch Pilot - - -	Rs. 200
Master Pilot - - -	" 100
Mate Pilot - - -	" 60

*Note.*—If a Leadsman Apprentice is certified under the above circumstances to be incapacitated for further service, he shall be eligible, after a service of less than ten years, for a gratuity not exceeding (except in special circumstances, and under the orders of the Government of India) one month's emoluments for each completed year of service.

A Pilot retiring on an invalid pension while absent on leave in England or in the Colonies will receive the pension of the rank which he held when his leave began, unless he has been promoted within 12 months from that date, in which case he will receive the pension of the rank to which he has been thus promoted.

*Superannuation Pension.*

A Pilot who has attained the age of 55 years may be required to retire on a superannuation pension on the same scale as that laid down for invalid pensions, unless the Local Government considers him efficient and permits him to remain in the Service; but he may not so retire without the consent of the Local Government.

## SECTION III.—Family Pension Rules.

*Contributions.*

Members of the Bengal Covenanted Pilot Service must make the following monthly contributions towards the cost of pensions for their widows and orphans :—

	Monthly Contribution.
Branch Pilot - - -	Rs. 40
Master Pilot - - -	" 20
Mate Pilot - - -	" 10
Leadsman Apprentice - - -	" 4

*Rates of Pension.*

Pensions are granted to the widows of Pilots married before their husbands retired on pension at the following rates :—

To the widow of a	Monthly Pension.
Branch Pilot -	Rs. 100
" " Master Pilot -	" 50
" " Mate Pilot -	" 30
" " Leadsman Apprentice -	" 15

To the children of Pilots of all ranks by wives married before their husbands retired on pension from the Service, pensions are granted at the following rates :—

To each son until the age of 15 years	Monthly Pension.
" daughter until the age of 10 years - - -	Rs. 12
" daughter over the age of 10 years until marriage - - -	" 14
" daughter over the age of 10 years until marriage - - -	" 20

A wife married to a Pilot after his retirement on pension from active service and her children are entitled to no pension.

*Births, Deaths and Marriages.*

To entitle widows and orphans to pensions under these regulations, Pilots must forward to the Port Officer certificates of their marriage, and of the births of their children and their baptisms, within one month after the occurrence thereof. Notices of death are in like manner to be forwarded to the Port Officer.

*Effect of Resignation or Dismissal.*

Subscriptions by a Pilot for the purpose of securing pensions for his wife and children are refunded in the event of his resignation or dismissal.

*Declarations.*

Widows and female orphans above the age of 15 years are required to forward to the office of the Accountant-General, Bengal, declarations half-yearly, in May and November, that they are not married, and that they have not been married at any intervening period. The declarations are to be countersigned by the executor to the estate of the deceased member of the Pilot Service, or pensioner, or by the guardian of an orphan, and by a member of the Pilot Service, or a person exercising any of the powers of a magistrate, or of a minister of religion, certifying to the truth of the declaration to the best of their knowledge and belief. Forms of declaration will be furnished on application to the Accountant-General, Bengal.

*Re-marriage.*

If a widow pensioner marries, her pension ceases during her coverture; but in the event of her again becoming a widow, she is re-admitted to the pension to which she was entitled during her first widowhood, unless her second husband was a member of the Pilot Service, and at his death of higher grade than her first husband, in which case she is entitled to the pension of the higher rank.

*Forfeitures.*

No widow who may have been legally divorced or separated from her husband for adultery, or who, at the period of her husband's demise, may have quitted his protection and been living in a state of notorious adultery, although not divorced or separated from him by law, or who, after her husband's decease, may be living in a notorious state of incontinence, and no female orphan living in such state shall be entitled to receive, or continue to receive, any pension.

SECTION IV.—Rate of Exchange for Leave.  
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When leave allowance is issued in England, or in a colony where the standard of currency is gold, rupees are converted into sterling at 1s. 6d. the rupee, or any higher rate of exchange fixed for the time being for the adjustment of financial transactions between the Imperial and the Indian Treasuries.

Pensioners residing in a country in which gold is the standard of currency are entitled to receive their pensions at the minimum rate of 1s. 9d. to the rupee.

INDIA OFFICE,  
October 1909.



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*Budge*, 79,798, 79,833; *Thorpe*, 79,805.

Port Commissioners satisfied, but might be better to

have pilot service under one head, *Kerr* - 79,865

## Royal Indian Marine, method of appointment,

*Forteach* - - - - - 79,779

## T.

*Thorpe*, G. F., evidence of, 79,786-79,795, 79,803-79,849

Tonnage, periodical readjustment, *Budge* - - 79,843

Training (*see* Probation and Training).

APPENDIX TO THE REPORT  
OF  
THE COMMISSIONERS.

VOLUME XVIII.

MINUTES OF EVIDENCE

RELATING TO THE

FACTORY AND BOILER  
INSPECTION DEPARTMENTS

Taken at Calcutta and Bombay,

WITH

APPENDICES.

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# MINUTES OF EVIDENCE

TAKEN BEFORE THE

## ROYAL COMMISSION

ON THE

## PUBLIC SERVICES IN INDIA

RELATING TO THE

## FACTORY AND BOILER INSPECTION DEPARTMENTS

At Calcutta, Thursday, 22nd January 1914.

PRESENT:

THE EARL OF RONALDSHAY, M.P. (*in the Chair*).

Sir MURRAY HAMMICK, K.C.S.I., C.I.E.  
Sir THEODORE MORISON, K.C.I.E.

MAHADEV BHASKAR CHAUBAL, Esq., C.S.I.  
ABDUR RAHIM, Esq.

M. S. D. BUTLER, Esq., C.V.O., C.I.E. (*Joint Secretary*).

R. P. ADAMS, Esq., officiating Chief Inspector of Factories, Bengal, Bihar and Orissa, and Assam.

*Written Statement relating to the Factory Inspection Department.*

80,044. (I.) **Methods of recruitment.**—I consider that the field of recruitment should be restricted to Mechanical Engineers of about 27 to 30 years of age who have had a liberal general education and a good theoretical and practical training in the United Kingdom and who can produce evidence of having held responsible positions relating to their professions. The appointment should, I think, be made in India by local governments, if possible, or in England by the Secretary of State.

80,045. (II.) **System of training and probation.**—I think a year's probation is necessary to afford an opportunity of ascertaining whether the probationer is suited for the duties of a factory inspector. In the case of appointments made by the Secretary of State, a portion of the period of probation might profitably be spent in England. This would similarly afford an opportunity of ascertaining fitness for the work.

80,046. (III.) **Conditions of service.**—I think it should be made a condition of service that newly appointed inspectors must pass the lower standard in Hindustani within two years or date of appointment, and the lower standard in Bengali within a further period of two years.

In view of the fact that out of 364 factories in these provinces, 235, including all the large textile factories, are situated in and around Calcutta within a radius of 25 miles, it is desirable that the headquarters of all three inspectors should be at Calcutta as at present.

80,047. (IV.) **Conditions of salary.**—I consider that the present scale of pay is inadequate, and would strongly urge that the two grades in this province be increased and fixed at Rs. 500–40–900 and Rs. 1,000–50–1,250, the increments to be annual in both grades. In this connection I would point out that the maximum pay of Mr. Walsh, the Chief Inspector, was fixed at Rs. 1,000 only, in consideration of the fact that he was drawing an additional allowance of Rs. 250 as Secretary of the Boiler Commission. With the growth of the Factory Inspection Department since the introduction of the new Factories Act, it has been found that the supervision of the two departments, Boiler and Factory

Inspection, by the senior factory officer is inconvenient, inasmuch as almost the whole of the Chief Inspector's time would be occupied with office work and he would not be in a position to give sufficient attention to visiting and inspecting factories, a duty which is obviously essential for the proper control of the department. Under the circumstances it has been arranged that the Chief Inspector should devote the whole of his time to the office and inspection work of his department, and that the second inspector should act as Secretary to the Boiler Commission. The maximum pay of the Chief Inspector of Factories in Bombay, who has no concern with boiler inspection work, has been fixed at Rs. 1,250, and the aggregate emoluments of Mr. Walsh, the Chief Inspector of these provinces, who is about to retire were, as explained above, also fixed at this figure, including the additional allowance of Rs. 250 from the Boiler Commission. As the rearrangement referred to above is in the interests of Government, it would not be unreasonable to urge that the maximum pay of the Chief Inspector of Factories in Bengal, Bihar and Orissa, and Assam should not be less than that of the Chief Inspector of Factories in Bombay. It might also be pointed out that the only Inspector of Factories in Burma rises to a maximum salary of Rs. 1,000 *plus* a local allowance of Rs. 100. As regards the lower grade, I have suggested that the maximum should be increased to Rs. 900 (the maximum in the Bombay Presidency), because the cost of living in Calcutta is very expensive and because it is possible that some of the inspectors would have to remain in this grade for many years or perhaps throughout their service, in which case they would be debarred from enjoying a privilege which all the other inspectors in India will enjoy, viz., the full pension of Rs. 5,000 a year after completion of full service. In this connection I would draw attention to the fact that in the Bombay Presidency five inspectors are engaged in inspecting factories employing 237,344 operatives, whereas in Bengal we have only three inspectors for inspecting factories employing 346,700 operatives. Moreover, in Bombay the boiler inspection work is supervised by a whole

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[Continued.]

time highly paid official on a salary of Rs. 1,200 to Rs. 1,500, who is not one of the factory inspectors, whereas in Bengal the work of the Boiler Department, which is nearly twice as heavy as that of Bombay, is carried out by one of the three factory inspectors who receives an allowance of Rs. 250 (only). In Bombay only 2,025 boilers are subject to inspection, whereas in Bengal there are 4,517. Further, I would request that the officers of this department be either included in the Calcutta House Allowance Scheme or be provided with quarters. For many reasons the latter would be preferable. In Calcutta not only are rents exorbitant but in most cases landlords insist on long leases; consequently when an officer is compelled to avail himself of leave or to send his family home or to the hills, he is very often unable to sublet his house and has to pay rent for two establishments. If quarters were provided by Government, it would naturally be arranged that the official filling a certain post would occupy the quarters assigned to that post, and as the rent would presumably be 10 per cent. of salary, it would not be so great a hardship, as at present, to keep up the establishment when the official's family was away.

80,048. (V.) Conditions of leave.—As all the men appointed to the service in the province have been born, educated, and trained in the United Kingdom, I submit that it would be unreasonable to bring them under the Indian Service Leave Rules, and would strongly urge that they should be allowed to enjoy the European Service Leave Rules—a privilege allowed personally to Mr. Walsh, who is about to retire, and to the three inspectors recently appointed in England for

other provinces. I would also recommend that study leave, to be spent in Europe, be allowed to factory inspectors up to six months during entire service.

80,049. (VI.) Conditions of pension.—I think, in consideration of the age at which qualified engineers would be appointed to this service, the period of compulsory service should be reduced to 25 years, and the period of qualification for full pension on medical certificate to 20 years.

80,050. (VII.) Such limitations as may exist in the employment of non-Europeans.—As a large majority of the factories in Bengal are under the control of Europeans, I do not think it would be judicious to employ non-Europeans as inspectors.

80,051. (VIII.) Relations of the service with the Indian Civil Service and other Services.—The Factory Inspection Department is under the control of the Secretary to Government in the General Department. I consider this arrangement satisfactory.

80,052. (IX.) Any other points not covered by the preceding heads.—Motor cars are now used by all the inspectors in this province for most of the inspection work in and around Calcutta. The use of these cars is indispensable for the efficient carrying out of their duties, but there is a general complaint that the cost of running, maintenance and depreciation is not covered by the travelling allowance earned. This question has been referred to Government, and the inspectors have been informed in reply that the matter will be duly considered by the Public Service Commission.

Mr. R. P. ADAMS called and examined.

80,053. (Lord Ronaldshay.) The witness was officiating Chief Inspector of Factories for Bengal, Bihar and Orissa, and Assam, and had two assistant inspectors under him, who covered the same area. There was no separate establishment for Bihar and Orissa or Assam. There were thus, in his department, only three officers and a certifying surgeon, into whose conditions of service the Commission had to inquire.

80,054. The officers had to inspect all the factories in the three provinces, but the bulk of the work was within a 25-mile radius of Calcutta. The factories outside were inspected as convenient. The work of the certifying surgeon was confined to an area north of Calcutta, and he certified children in the large textile factories. In the south of Calcutta children were certified by the civil surgeons of the districts, because there were not sufficient mills on the south of Calcutta to justify the appointment of another whole-time certifying surgeon.

80,055. During the current year 40 additional factories had been brought under inspection, the number being now about 405, and there were still several in and around Calcutta not on the register. During the current year there would be at least another 50 factories added to the register and the existing staff would not be sufficient to deal with them.

80,056. The introduction of the new Factory Act in 1912 entailed a large increase of work for the inspectors.

80,057. All the officers possessed either the first-class or extra first-class Board of Trade certificate, the latter being a certificate granted, after a voluntary examination, to engineers who possessed superior qualifications, but it was not an essential requirement of the service, and need not necessarily be so.

80,058. A language examination was not required in the case of existing officers, as all officers had been in India for some time. In the written statement the suggestion was made that the inspectors should be asked to pass the lower standard in Bengali and Hindustani, but he should like to modify that, and say they should pass the higher colloquial examination in both. The majority of private firms were changing their examinations to a recognised colloquial test, which was also required in some Government departments. A good colloquial knowledge of the vernacular was required for the work of his department.

80,059. Factory inspectors should be placed on the same footing, as regards pay and prospects, as the officers in Bombay, because the work in Calcutta was considerably heavier than the work in Bombay. He had had no practical experience of the work in that province and could only make the comparison by means of statistics.

80,060. As the majority of the factories in Bengal were under the control of Europeans the service should be composed, for the present, of European officers. There were 55 factories employing about 14,000 hands, managed by Indians, and 350, employing about 350,000 hands, managed by Europeans. The officers of the department came into contact with the assistants of the different departments of the factory, as well as the manager, as under the new Act the manager could place the responsibility of carrying out the requirements of the Factories Act on his assistants. In the European factories all heads of departments were Europeans. The Indian factories were small, being mostly seasonal factories, such as jute presses, and were exempted from many of the restrictions regarding the employment of labour. Within the near future there would not be a sufficient number of Indian factories to require an officer for their inspection alone. It would be extremely difficult for Indian inspectors to deal satisfactorily with the European managers in mills. If Indians were to be trained for the work of inspectors their training should be that of mechanical engineers.

80,061. An inspector, going to England on leave, might be given a month or two of study leave, to inspect different factories in England, chiefly with a view to seeing the latest practice in connection with the fencing of machinery, and what was being done in the home factory department. It was not necessary to fix any particular period. The late chief inspector had gone on leave prior to retirement, and of the present officers only one had taken three months' leave on one occasion. The service was too young to have much experience in connection with leave. If an officer required long leave a substitute would have to be appointed temporarily, as the present cadre was too small to provide for leave vacancies.

80,062. The period of service for pension should be reduced on account of the late age at which officers were recruited. It was particularly necessary that recruitment should be at a late age, as a factory

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[Continued.]

inspector had to have a very sound experience as a mechanical engineer, and he could not get that experience until he was 25 to 30. Also the arduous nature of the work had to be considered. A full pension after 25 years' service was put forward by the Secretary of State in calling for candidates for inspectors in Bombay, Burma, and other places about 12 or 18 months ago, and the India Office at the same time prepared for information of candidates a statement giving the chief leave and pension rules which practically agreed with what had been asked for in the written statement submitted by the factory department.\*

80,063. The Boiler Commission supervised the whole of the boiler inspection of the province. The vice-president and secretary attended to office work and directed the work of the inspectors. All questions and disputes came before the Commission which sat once a month. The Commission was composed of the Commissioner of Police as president, three members appointed by the Chamber of Commerce (one representing the Iron Trades Association, one the Jute Mills Association and the other collieries) and three Government officers including a member of the factory department who acted as vice-president and secretary and was given an allowance of Rs. 250 per mensem. There was a case for a whole-time secretary owing to the work being sufficient to occupy the whole of a man's time. In the Boiler Department of Bombay, where they had only half the number of boilers to inspect as compared with Calcutta, there was a permanent man at Rs. 1,200 to Rs. 1,500 a month. The Commission recently suggested to Government the appointment of a chief inspector of boilers on a lower pay, to be under the vice-president, to attend to the office work. The salaries of the boiler inspectors and fees of the Commissioners were paid out of the funds of the Boiler Commission which were derived from fees levied for inspecting boilers. The boiler inspectors numbered six.

80,064. He himself acted as vice-president and secretary of the Boiler Commission for nearly 12 months and was disposed to think that the present inspectors were not the type of men required. Men of a better class with experience acquired in England were needed.

80,065. The employment of Indians as boiler inspectors was quite out of the question. In the first place it would be difficult for an Indian to be trained to the work, because the training involved working in boiler works at home or in mechanical engineering works, and the inspectors were mostly men who had been to sea and had had charge of boilers. Most of them had chief engineers' certificates from the Board of Trade. That was considered an essential qualification, but was not laid down in the regulations.

80,066. (Sir Theodore Morison.) He recommended an increase in the cadre on account of its necessity. He had asked for the appointment of an additional inspector from the beginning of the next financial year. There were evasions of the Factory Act going on at present, and he believed he could go into almost any large textile mill in Bengal at any time and find irregularities. It was impossible to prosecute for every little infringement that was met with, but an increased inspecting staff would allow of more frequent inspections. The inspections being so few and far between irregularities naturally occurred during the intervals. The managers of the mills were, however, doing the best they could in carrying out the requirements of the Act.

80,067. All the inspectors had motor cars purchased partly by loans from Government. The amount received for upkeep averaged a little over 5 annas per mile, while the actual expenditure worked out at over 8 annas. These figures were taken from the observation of three cars used by three different inspectors. The monthly expenditure would work out at from Rs. 200 to Rs. 250 per car. Government should pay an allowance sufficient to cover the expense of running the cars. A local police officer running a two-seated car was allowed Rs. 100 a month, and for a four-seated

car Rs. 150. Within a five-mile radius of Government House there were 142 factories for which the inspectors received no allowances. There were 41 factories within a ten-mile radius for which an inspector drew Rs. 5 for each journey. For all distances outside the 10-mile radius he received 8 annas a mile, and there were 50 factories outside this radius. A fixed monthly allowance should be given of about Rs. 100 to each inspector in addition to existing allowances. He believed the pay of factory inspectors in England started at 250l. a year and went up to 600l. and that they had to have some engineering training.

80,068. (Mr. Abdur Rahim.) The main duty of the inspectors was to see that the Factory Act was observed, and to prosecute for non-observance. The inspector of boilers did not prosecute, but simply inspected boilers and granted certificates. It was not the business of factory inspectors to give advice as to the running of factories, except in cases in which the safety of employees was concerned. There were many Indian factories in Bombay but no Indian inspector.

80,069. Magistrates did not inspect factories unless it was pointed out to them as necessary by the inspectors, or especially asked to do so by Government, and they had no power to go into a factory and pass any orders on technical matters. No police officer had power to inspect.

80,070. The difficulty of the employment of an Indian inspector was that managers and assistants would resent taking orders from him. Last year there were about 15 prosecutions altogether, and no prosecutions were ever instituted until many warnings had been given. The inspectors were frequently asked by factory managers to make more frequent investigations in order to keep labour in hand.

80,071. (Mr. Chaulbal.) For infringements of the Act the manager was proceeded against, unless it was shown that the responsibility lay with any other person. Under the Act the manager was primarily responsible.

80,072. No one would be quicker to realise any want of respect towards an inspector than the Indian labourer, and if he saw that there was any want of respect on either the part of the manager or his assistants towards an Indian inspector, the inspector's position in the mill would be practically impossible. He did not mean to say, however, that the European manager would be disrespectful towards an Indian inspector.

80,073. An inspector could not inspect more than 40 factories per month, and if they were large jute mills the number would not be so great.

80,074. There was no objection to employing an Indian certifying surgeon.

80,075. The chief reason for the present pay was that inspectors were appointed on their present pay just prior to the introduction of the new Factories Act in 1912, and Government apparently based the pay on the number of factories to be inspected instead of on the number of operatives and the nature of the work in the province. There had been no increase since.

80,076. Under the Act, the factory owners were liable to be prosecuted if they did not declare their properties to be factories within a certain period. All factories were supposed to be registered, but there was a large number in the north of Calcutta not on the register, as they alleged they employed less than 50 hands, the number which would bring them under the Act.

80,077. (Sir Murray Hammick.) If a factory inspector took leave, the vacancy could not be filled up by one of the inspectors of the Boiler Department, nor would a boiler inspector be suitable. It would be quite impossible to bring boiler and factory inspectors on to one cadre. A factory inspector required not only a knowledge of engineering, but a fair knowledge of sanitation and experience gained in factories in England.

80,078. If domiciled Europeans had received a training in England, there would be no objection to their appointment. Conditions in England and in

\* Vide Appendix XVII.



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Mr. R. P. ADAMS.

[Continued.]

India were entirely different. In India an inspector had to be a mechanical engineer because he had constantly to deal with questions of machinery, whereas in England practically all the machinery was fenced under standards, which had been laid down for years. It was fatal for an inspector to go into a factory and order a machine to be fenced in an impracticable manner. Every factory in Bengal was splendidly ventilated. A trained engineer who had had a technical education was capable of seeing whether

a factory was sanitary or not. It should be remembered that a mill in Bengal covered about four times the area of a similar mill in a place like Dundee. It would be possible to recruit men in India from those who came out to join English firms.

80,079. (*Sir Theodore Morison.*) The Boiler Commission recommended candidates for the appointment as boiler inspectors, but the appointments were subject to Government sanction.

The witness withdrew.

At Bombay, Tuesday, 10th February 1914.

PRESENT :

THE EARL OF RONALDSHAY, M.P. (*in the Chair*).

Sir MURRAY HAMMICK, K.C.S.I., C.I.E.

Sir THEODORE MORISON, K.C.I.E.

And the following Assistant Commissioner :—

E. L. SALE, Esq. I.C.S., Collector of Bombay.

MAHADEV BHASKAR CHAUDAL, Esq., C.S.I.

ABDUR RAHIM, Esq.

M. S. D. BUTLER, Esq., C.V.O., C.I.E. (*Joint Secretary*).

D. R. MACINTOSH, Esq., Chief Inspector of Boilers, Bombay.

*Written Statement relating to the Boiler Inspection Department.*

80,080. (I.) *Methods of recruitment.*—No rules have been laid down for the appointment of inspectors of steam boilers. It is customary to advertise a vacant post and to select the most suitable applicant to fill the appointment.

The selection is made by the Collector of Bombay with the assistance of the chief inspector, and the selected candidate's application and testimonials are afterwards submitted to Government for approval and sanction to his appointment.

The qualifications which would influence the selection of a candidate are :—That he is a fully qualified mechanical engineer and holds a first-class Board of Trade certificate of competency as a marine engineer or a first-class certificate of competency issued under the Bombay Boiler Inspection Act; that he has good testimonials and references to his character, abilities, experience and service as an engineer, and has a good knowledge of boiler design, construction, and upkeep.

The system of recruitment is, in the writer's opinion, satisfactory; the staff being small and vacancies few, suitable men can be obtained when required without going out of India if the inducements offered are made sufficiently good to attract the right type of man.

80,081. (II.) *System of training and probation.*—An inspector's training as an engineer competent to examine boilers and determine safe working pressures for them is necessarily obtained before he enters the department. Such service usually consists of a five years' apprenticeship in a workshop where engines and boilers are made, perhaps a year more as a journeyman engine fitter or as draughtsman or assistant engineer. Then usually a number of years, perhaps seven or eight, as a marine engineer, commencing as a junior and ending as a third, second, or chief engineer. He may, at this stage, enter the department, or obtain experience in charge of mill machinery, or as workshop foreman or superintending engineer before doing so.

During the period at sea he qualifies for admission to the Board of Trade examination, which he must pass before obtaining his second and first-class certificates of competency. A candidate for an inspector's post has at least 8 to 10 years' experience in engineering before he enters the department, and is usually not much under 30 when he does so.

His training as a boiler expert usually begins only when he becomes an inspector, and his value as such increases to a great extent with the experience gained in this special work. An inspector should not be over 35 years of age when he enters the department, as the

work is of a trying character physically, and older men are very often out of touch with the calculation work required in determining pressures and strengths of boilers.

An inspector's appointment is in the first place probationary, which, after one year of approved service, is made permanent subject to passing a language test within two years from the date of appointment.

The training gained, as outlined in the foregoing, by an inspector before he enters the department, is, in the opinion of the writer, the best training for a boiler inspector.

80,082. (III.) *Conditions of service.*—The inspection staff consists of a chief inspector and seven inspectors. The chief inspector's appointment is held under agreement with the Secretary of State for India for a term of 5 years. The holder was selected for the appointment on the recommendation of the Marine Department, Board of Trade, from the engineer and ship surveyor's staff of that department. The other inspectors were recruited locally.

The duties performed by the junior inspectors are alike in all respects, but the first inspector, in addition, when he is not engaged in outdoor duties, assists the chief inspector in checking the calculation work of the other inspectors and acts for him generally in his absence.

The chief inspector's duties comprise: Supervision over the work of the other inspectors, especially in checking calculations for determining working pressures for boilers in accordance with the department's rules and in preserving a uniform system of inspection and practice; direction of all inspection work within the Presidency proper; supervision over the clerical staff in the keeping of registers, records, and accounts, dealing with all correspondence passing through the head office and with references on technical matters concerning design and construction of boilers; keeping the department's rules up to date and advising the controlling officer on technical and other matters concerning the working of the department; in short, managing the department.

Each of the junior inspectors inspects on an average about 300 boilers in a year, and makes about as many more minor inspections and visits to boilers for hydraulic and steam pressure tests, inspection of repairs, and such like purposes. More than half of the number of boilers inspected are scattered over the Presidency from Sind to Kánara, the inspection of which necessitates some of the inspectors being away from headquarters

10 February 1914.]

Mr. D. R. MACINTOSH.

[Continued.]

for long periods and the undertaking of many rail and road journeys.

The work of inspecting boilers is, especially in India, often of a very trying nature. The inspector has to enter hot boilers, crawl through confined and cramped-up spaces, perspiring and in discomfort, while at the same time carefully examining every part for hidden flaws, wasting, corrosion, and other defects affecting the fitness of the boiler.

His judgment must be well founded and quickly formed and he must not cause delay and inconvenience in deciding on the fitness of the boiler, nor must he lightly give a certificate for a boiler concerning which he has any doubts.

His work while on tour is, daily, the making of one to four inspections, with perhaps journeys by road or rail in getting from place, to place and afterwards attending to his office work, arranging for inspections, issuing certificates, and making calculations for new boilers.

He has to put up with very poor accommodation, sometimes in common waiting rooms of country railway stations, if such be available, and at other times is fortunate if he can find accommodation in a dak bungalow and is allowed to retain it.

The conditions attending prolonged tours in the Mofussil are not satisfactory to the inspector. Apart from the inconveniences and discomforts already touched upon, he is put to expense in having to carry his own food, drinking water, cooking utensils, and a cook to prepare his meals, while at the same time maintaining a home in Bombay.

The halt allowance of Rs. 3 per day which he becomes entitled to under section 1,063 of the Civil Service Regulations when he remains from midnight to midnight in one place has to cover his conveyance charges in getting from factory to factory by road, which alone often exceeds the total amount allowed.

For these reasons the inspector when on tour finds that he is more out of pocket than when at headquarters.

The travelling and halt allowances to officers under the Civil Service Regulations do not adequately meet the needs of the inspectors in the special conditions under which they work. The writer is of opinion that special provision in the way of travelling allowance is required in their case, and would suggest in place of the present allowances that the actual conveyance charges incurred be allowed, together with a fixed allowance for every day that the inspector is away from headquarters.

Inspectors receive no house allowance, although all, except one stationed in Karachi, have to live in Bombay, where living is expensive. With the present scale of pay the junior inspectors who live in Bombay deserve some concession under this head.

Two of the junior inspectors stationed in Bombay are in receipt of conveyance allowance of Rs. 50 per month each.

**80,083. (IV.) Conditions of salary.**—The salary of the chief inspector's post is Rs. 1,000–100–1,500, but the maximum he can attain during the term of his agreement, namely, five years, is, of course, Rs. 1,400, which amount he is at present drawing.

His service is non-pensionable, nor does he receive any kind of allowance.

The service of the junior inspectors is pensionable; one receives exchange compensation allowance. The first inspector's post carries a salary of Rs. 500–10–600, but the holder at present draws on his old scale of pay of Rs. 450–10–500 and will only attain the minimum pay of the post when he reaches his present scale maximum.

The junior inspectors are all on the same scale of pay, namely, Rs. 300–10–500.

It will be seen that if an inspector is over 35 when he enters the department he cannot attain the maximum pay of the appointment.

In the opinion of the writer the pay and prospects of a junior inspector's post are not sufficient to attract the right type of man to the department.

A man of the type required, say between 30 and 35 years of age, is nearly always settled down in a

much better paid post by that time, and would not look at a post on Rs. 300 per month, especially in an expensive place like Bombay. It is only when there are compelling circumstances, such, for instance, when a marine engineer desires to settle down on shore, that the better class of man would offer himself.

Cheap men can easily be had with correspondingly cheap views of the value of their services in return, and, very likely, with an eye to the main chance of providing for themselves in other ways as a set-off against a small pay.

An inspector must be a man of probity if he is to keep the respect of the public, and unless he does his work conscientiously and well he had better not do it at all; quasi-inspection is misleading and dangerous.

The writer thinks that the pay scale of the junior inspectors should be amended to Rs. 400–20–600 and that of the first inspector to Rs. 600–30–750.

**80,084. (V.) Conditions of leave.**—The inspectors are entitled to the ordinary privilege and furlough leave allowed to Provincial Service officers, that is, one month's privilege leave per year and one year's furlough leave after ten years' service, with a maximum of two years. The extent to which privilege leave may be accumulated, namely, three months, is, in the opinion of the writer, too short; he thinks it should be extended to four months, and that officers desiring to take furlough leave should be allowed six months after five years' service.

**80,085. (VI.) Conditions of pension.**—Previous to the year 1911 the service of the inspecting staff was pensionable subject to the solvency of the Boiler Inspection Fund, from which source the expenses of the department are entirely met. In that year it was changed to foreign service of the third kind, from which time Government of course undertake liability for the payment of pensions, the necessary contribution being levied on the fund.

The fund is a local fund and the balance to its credit is rapidly disappearing. It is likely in the not far distant future to have its balance absorbed, and the question may arise as to whence is to come the pension presumably earned by members of the staff prior to 1911.

The writer thinks that all pensions and part pensions earned before 1911 should be guaranteed by Government, and that, because of an inspector having to provide his own training before he enters the department and perforce having to join at a more advanced age than would be the case in another department of the public service, a more liberal treatment in the matter of pension rate should be accorded to him.

He also thinks that expenses of the department should be met from general revenues and that the balance standing to the credit of the fund should be taken over by Government.

The Act is primarily intended for safeguarding the public safety, and as Government enforce its provisions through its servants, any deficit in the department's revenue should be met from public sources.

**80,086. (VII.) Employment of non-Europeans.**—There are no non-Europeans on the inspecting staff, nor have there been at any time since the Department came into being nearly half a century ago.

The work of boiler inspection is of a highly technical character, and even at this stage of industrial progress in India the writer has no hesitation in giving as his opinion that the locally trained Indian mechanical engineer is not so well fitted by training, character, and experience for the work of boiler inspection as his European confrère. Among other reasons for this statement, are, that an Indian's training is defective at its commencement, when he is most impressionable, inasmuch as there is practically no recognised system of apprenticeship in India such as has been in vogue in Britain for generations, unless in large workshops under European management, and because an Indian of the class socially fitted for the position of a boiler inspector would be hampered by caste trammels and would look upon work in which he would have to soil his hands or clothes as derogatory to his dignity. From the writer's knowledge of the

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kind of apprenticeship served in mills and factories in this Presidency and of the kind of engineer turned out by them and by our technical institutions, he thinks that very few mechanical engineers who are natives of India would be capable of doing the work so efficiently as a European with the proper training.

Indian boiler owners would prefer European inspectors, and have little faith in Indian inspectors.

80,087. (VIII.) Relation of the service with the Indian Civil Service and other services.—As in the case of the Factory Department, the Boiler Inspection Department is in the administrative charge of the Collector of Bombay, a member of the Indian Civil Service, and has been so since the Act of 1873 came into force. Previous to that time the enforcement of the provisions of the Act was entrusted to a commission consisting of five members. At that time there was one inspector only, who acted as Secretary to the Commission, and was allowed to undertake private consulting work in addition to his official duties, which were confined to the town of Bombay. The department has grown very much larger since those days, and the Act is now in force throughout the whole Presidency.

A Boiler Commission, consisting of three members nominated by Government, is still provided for under the Act, which sits as a board of appeal in any case in which a boiler owner is dissatisfied with the decision of the inspector. The Commission has no administrative powers.

Although the Collector of Bombay is chief controlling officer, the collector of each district throughout the Presidency is in control of the inspector in his own district and is responsible for the working of the Act and the enforcement of its provisions there.

There is no connection between the boiler and factory departments further than both being under the charge of one controlling officer. Proposals were made for the amalgamation of the boiler and factory departments, but were abandoned. The writer is of opinion that if the staffs as at present constituted were amalgamated, little benefit would result. The time of the boiler inspectors is fully taken up in boiler inspection work. Their inspections are fixed by appointment beforehand and the work has to be done expeditiously. Inconvenience and loss would be caused if boilers

were to be kept idle unnecessarily while waiting on the inspector. With less boiler work a boiler inspector would be able to undertake factory inspection work, but as his visit to inspect a boiler would be known beforehand, it might not have the same value in certain directions as an ordinary surprise visit. This objection, however, would not count for much in regard to ordinary routine duties.

On the other hand, a factory inspector, unless a trained mechanical engineer, would not be competent to inspect boilers and determine their safe working pressures. The writer has little doubt, however, that in regard to efficiency the ideal factory inspector would be one competent to inspect boilers and other steam, gas, and oil engine plants and vessels under pressure generally, as well as the fencing and safe working of other machinery.

With regard to the boiler department, the writer considers the system of control, the practice of leaving all technical matters in the hands of the chief inspector, and the provision of a commission to hear appeals from boiler owners in certain cases, efficient and satisfactory. He thinks, however, that a step in efficiency would be made in the interests of boiler owners and others interested in boilers if one uniform standard for the design, construction, and system of inspection of boilers were instituted throughout British India.

The rules at present in force in the various provinces differ more or less from each other, and are liable to amendments tending to make wider differences. It is the case that a boiler might be passed in one province and objected to in another. Such cases mean inconvenience and expense to the people concerned, which would be obviated if the rules were the same in all provinces.

If uniform regulations were introduced throughout India, it would be necessary, in avoiding differences of practice and interpretations of the rules, to have all calculations for determining strengths of boilers, made by inspectors in various places pass through one office for check and approval of pressure.

This is the practice with all authorities and societies concerned with boilers in Great Britain, such as the Board of Trade, Lloyd's Register of Shipping, boiler insurance companies, &c., and is the only method of securing the necessary uniformity of practice.

Mr. D. R. MacINTOSH called and examined.

80,088. (*Lord Ronaldshay.*) Witness had held the post of Chief Inspector of Boilers in the Bombay Presidency for about five years. Before coming to India he was in the Marine Department of the Board of Trade as an engineering and ships' surveyor. He had spent seven or eight years at sea, and had an extra first-class certificate of competency. He served the usual apprenticeship, and had had experience of inspector's work with a boiler insurance company.

80,089. The staff of the Bombay Boiler Inspection Department consisted of the chief inspector, on a salary of Rs. 1,000 rising to Rs. 1,500, a first inspector on Rs. 500 to Rs. 600, and six inspectors on Rs. 300 to 500.

80,090. About one-half of the boilers on the register were situated in Bombay and there were two or three inspectors permanently stationed in Bombay, in addition to himself. The others travelled throughout the Presidency. One officer was permanently allocated to Sind. He acted under the direction of the collector at Karachi, but technically was under the chief inspector, all his calculations being sent to Bombay. Each boiler was inspected thoroughly once a year, which sometimes meant three or more visits. The department had nothing to do with factory inspection.

80,091. The posts of chief inspector and first inspector were established about five years ago, and were now open to the junior inspectors. There was no rule or order saying that they could not be appointed. He had no knowledge of any Government resolution which made it clear that these two appointments were beyond the aspirations of the inspectors, and he did not believe this was so. While there were competent men in the department, there was no reason at all why

they should not be promoted. All the inspectors were fully qualified mechanical engineers, and held either a Board of Trade certificate or a certificate given under the Boilers Inspection Acts in India. Three held the extra first-class certificate of the Board of Trade. The qualification of inspectors differed very little from those of the chief inspector and the first inspector, except in experience.

80,092. Experience with land boilers in mills was not absolutely necessary before appointment, as the officers received a much better training at sea, and their character was much better formed under sea discipline. Experience with marine boilers was not quite the same as with land boilers, but a man who was thoroughly acquainted with the former would have no difficulty in dealing with the latter, as a land boiler was less complicated. There was nothing in the contention that a man with experience only of marine boilers was insufficiently equipped for the department.

80,093. The first inspector assisted the chief inspector in the office in connection with the calculations sent in by other inspectors. Elaborate calculations were made of every part of a new boiler, and the figures had to be checked either by the chief inspector or by the first inspector, who also acted for the chief inspector while that officer was up-country. The work done by the first inspector could be done by an ordinary junior inspector who had sufficient experience, but he could not do it immediately on coming into the department, and it was necessary to have one superior post the occupant of which could act as the representative of the chief inspector during his absence.

80,091. The work of boiler inspection increased to the extent of about 150 boilers every year. At present

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the staff was quite sufficient, though sometimes hard-worked. There was no provision for a leave reserve, and when a man went away for six months a temporary man was taken on. If an officer desired to go for a month's leave, he took that leave in the slack season of the year, and thus no inconvenience was caused. Sometimes a temporary man was very difficult to obtain owing to the fact that the pay and prospects in the British India Steamship Company and other local steamship companies had increased so greatly that men would not come ashore and accept a post in the department.

80,095. No reserve was required for training. At one period the wrong type of man entered the department, and it got a bad name, but the class of men now being obtained was more satisfactory. The rates of pay, however, were not sufficient to attract the best class of men, and a difficulty had been experienced in getting a junior officer. It was necessary that the salaries should be increased.

80,096. The boiler fund was rapidly diminishing, and in the next four or five years would be entirely absorbed. Correspondence had lately taken place between the department and the Government. He himself had a much higher salary than his predecessor, and that was absorbing a good deal of the fund. There had also been an increase of one inspector, and the clerical staff had been increased as well. Also pension contributions were debited to the fund, and once the fund was absorbed he was not quite sure what was going to happen to pensions. When men joined they were under the impression that they would be entitled to a pension in any case, and did not consider that the pension was to come out of the fund. The Government should take over the fund and guarantee pensions in the ordinary way.

80,097. The earnings of the department would not be very much reduced by the establishment of the hydro-electric power supply, as it would not affect more than a hundred boilers in Bombay, and was only going to supply 30,000 h.p.

80,098. The Factory and Boiler Departments, as at present constituted, could not easily be amalgamated. Some of the factory inspectors were not engineers, and were not competent to examine boilers. There would be no difficulty about boiler inspectors doing the work of factory inspectors. The ideal factory inspector would be one who was competent also to inspect boilers, and if the departments were amalgamated an engineering training would be a necessary qualification of a factory inspector in the future. There would be considerable advantages in recruiting men competent to undertake the work of a combined department, because at present the officers of both departments were visiting the same places. A boiler inspector might be capable of doing cotton gins work, which was part of the duty of factory inspectors, but he would rather leave that to an officer who understood the business. The inclusion also of the officers of the Smoke Nuisance Department would not be possible, as their duties were concentrated in Bombay. They had to be out every morning watching the chimneys.

80,099. The staff of inspectors could not be reduced, even if engineering clerks on a lower pay were appointed to assist in the office work. Moreover, an inspector was kept up to the mark by always being in touch with figures, and he would be apt to get careless if he passed on that work to someone else. Some of the boiler insurance companies in England had technically trained clerks who went through the calculations, but he did not approve of it. He had had to consider the matter very carefully five years ago, and had come to the conclusion that the present plan in the department was the best. The calculations were made only with regard to new boilers, and the appointment of technical clerks would in no way lessen the number of visits an inspector would have to make. In some cases it might be possible for an inspector to make two inspections if he had an engineering clerk working out his calculations, but those cases would be very few, as there were 2,000 old boilers to be inspected. The work of a technical clerk also would have to be checked.

80,100. If there was to be one set of rules relating to boiler calculations, strength, and design for the whole of India, it would be better to have the department made Imperial, and all the calculations passed through one office, in order to have continuity of practice. At present the departments in the various provinces were working in different ways, and there was a good deal of inconvenience and trouble caused thereby to boiler owners and importers.

80,101. (*Sir Theodore Morison.*) Some superintending engineers in mills received from Rs. 800 to Rs. 1,000 or even more, while an ordinary engineer might get from Rs. 300 upwards. The municipal mechanical engineer and mechanical superintendent of the Port Trust received about Rs. 1,500 a month. For a good man Rs. 500 to Rs. 700 was a reasonable pay, and such men would all be Europeans. There were some Indians in the mills up-country, especially in Ahmedabad, who received Rs. 800 to Rs. 1,000 a month, but that was more in the shape of fees for looking after a group of boilers than a fixed salary. There were very few European engineers in mills now, and they were generally consulting engineers. Probably there were not more than half-a-dozen altogether in Bombay. At one time they were nearly all Europeans. It had been considered whether it would not be possible to locate inspectors permanently in different areas. One was already in Sind, and consideration was being given to locating one in Ahmedabad, but very careful consideration would be required with regard to other places. The bulk of the work in Khándesh was seasonal in connection with cotton, and occupied only two or three months in the year. There was a good deal of travelling now to be done, but it was difficult to lessen it, because even in Ahmedabad the officer would have to travel long distances from his headquarters. The benefit of having the inspectors located in Bombay was that they could help them when the pressure of work was great.

80,102. Many of the 150 new boilers he had referred to were for the purpose of replacing old ones. He did not think that rate of increase would continue. In the cotton districts it was quite a common thing for people to set up small factories in order to join the association and participate in the profits, with no intention of ever working them. Thirty to 40 per cent. of the ginning factories up-country were lying idle every year, and that could not possibly go on. All the boilers in those factories had to be inspected.

80,103. (*Mr. Abdur Rahim.*) Recruitment for boiler inspectors was not confined to the Royal Indian Marine or Mercantile Marine. Several of the inspectors had had land experience in addition to sea experience, but none had come in with purely land experience. There was no bar against land engineers coming into the department.

80,104. There were not many Indians who went to sea as engineers, but they could obtain the training if they desired it by simply applying for posts of junior engineers in a steamship company. There were not many Indian engineers in the British India Company, but there were some in the smaller companies, chiefly Pársis. If Indian engineers could be obtained with the necessary qualifications there was no objection whatever to employing them, but he did not think the training in India was nearly as good as the training in England for a mechanical engineer, as there were practically no boilers or engines made in India. It was possible for Indians to get a training in England in mechanical engineering, and when he himself was serving his apprenticeship on the Clyde there were a number of Indians serving their apprenticeship at the same time. There was no rule excluding the employment of Indians, and no rules on the subject of admission at all. The selection was made by the Collector of Bombay assisted by the chief inspector. They looked through the applications, and picked out the most suitable men, and interviewed them personally. Applications were invited by advertisement, and quite a number of applications came from Indians, but none of them had anything like the experience of the Europeans.

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80,105. He did not think millowners would look upon the Indian inspector with the same respect that they looked upon the European. He preferred to have Europeans in the department, but had no doubt that in years to come efficient Indian inspectors would be found.

80,106. (*Mr. Chaulbal.*) The object of the boiler inspector was to provide for the safety of the public, and their duties and responsibilities were laid down under the Act. Under the Act a boiler must be under the charge of a certified engineer, and be inspected by an inspector once a year. If it was not certified it would not be allowed to be worked. It was very prejudicial, therefore, to the interests of owners, if the machinery was not certified, and it might therefore be thought they would take the greatest care to insist on their engineers keeping the boilers in working order, but as a matter of fact that was not done. A record of accidents was kept, and every accident was inquired into. There were about 12 to 15 minor accidents every year, but nothing involving very serious consequences to life. Notes were kept by the inspectors, and when a boiler appeared to be getting into a bad way the working of it was stopped, and it had to be properly repaired.

80,107. No doubt engineers employed by private companies would be competent to do the work of inspectors, but a man who was engaged continually examining boilers had more experience. A man in charge of a mill boiler probably did not examine it three times a year, whereas an inspector examined three or four every day. If mill engineers had experience they might make good officers.

80,108. He had formed the opinion that Indian owners would prefer European inspectors from moving about amongst them, and the statement applied to every part of the Presidency. He had had some correspondence with an Indian millowner in Baroda, who asked his advice on some difference of opinion he had had with the State boiler inspector. In the course of the correspondence the owner made remarks in disparagement of Indian officers.

80,109. The Indian boiler inspector would be hampered by caste trammels. Difficulty was always experienced in training Indian engineers, owing to their being averse to dirtying their hands.

80,110. Under the Boiler Act everyone in the Presidency having charge of a boiler had to possess a certificate.

80,111. (*Sir Murray Hammick.*) At one time there was a good deal of temptation to officers of the department, but he did not think that existed now. The divisions of the inspectors were generally changed once every two years.

80,112. He did not want a special staff for checking boiler calculations. The experience in all the large insurance companies in England, and in the Board of Trade, was that the system as now adopted in Bombay was the best. A mechanical engineer was required not only to check the figures but to see that they were properly applied. He had a technical clerk at present, but checked the figures after they left the clerk's hands.

80,113. One objection to the amalgamation of the factory and boiler departments would be that a factory inspector always made surprise visits, whereas a boiler inspector had to notify the owners so that the boiler might be ready for him. He did not think, however, that too much should be made of that.

because when it was known an inspector was in that district everything was even now made ready for him.

80,114. The travelling allowance was insufficient. Officers received Rs. 3 a day and second class when travelling by train. They had to make very long journeys, sometimes being away from Bombay for two months at a time. One man had been away for five months, and had to pay his house rent and family expenses in Bombay all the time. If an officer reached a town at 5 minutes past 12, on one night, and left the next night at 5 minutes to 12, he did not get his Rs. 3. He also had to pay for his own servant and luggage and the hiring of carriages. At Ahmedabad he, the witness, had had to pay Rs. 6 a day for carriages alone. When an officer did not halt the full 24 hours, he drew four annas a mile up to a limit of Rs. 3. Inspectors should be made first class officers or be given their actual expenses. He did not think any abuse could arise out of the latter method, as the inspector's diaries were put in showing all his movements, and the expenses of conveyances could be checked quite easily. By raising the travelling allowance to the first class, a better type of man would be obtained, as some men objected to travelling second class. In Bombay two inspectors received a conveyance of allowance of Rs. 50 a month, but there was no allowance given for living in Bombay. Some allowance should be given, as an inspector on Rs. 300 a month in Bombay could not live in a good locality. Boiler inspectors in England were not necessarily required to have a marine experience, but the Boiler Insurance Companies insisted on an extra first-class certificate, which was only obtainable by sea experience. It would be possible to grade the department right up to chief inspector, but if men were in graded posts they would naturally expect to get right up to the top.

80,115. (*Mr. Sale.*) A junior inspector during the last year had acted as first inspector.

80,116. The diminution of the boiler fund was partly due to the fact that pensions were paid from it, and that accounted for something like Rs. 11,000 or Rs. 12,000 a year.

80,117. Boiler inspectors gave notice of the date at which they would arrive at the factory, and the boiler had to be prepared for them, and if there was no spare boiler the machinery had to stop. In such a case, if the boiler inspector was also acting as a factory inspector he would not be able to see that the Factory Act was being carried out.

80,118. The engineer of a mill was sometimes manager of the mill, so that his pay included remuneration for engineering work and remuneration for managing; but he knew of one engineer of a group of mills who was not a manager and received Rs. 800. That man would not be willing to serve on the pay offered to a junior inspector.

80,119. An Indian who had gone through a training on the Clyde would be quite willing to serve on the pay of a junior inspector.

80,120. It did not follow that because a boiler was on the register that it would be inspected every year, as it might have been broken up or made into a water tank.

80,121. The service was graded at one time, and there was some slowness in promotion. A man might get to the top of his grade and have to remain at the same pay for years, and that was one of the reasons why the method was altered.

The witness withdrew.

C. WATKE, Esq., Inspector of Boilers, Bombay.

*Written Statement relating to the Steam Boiler Inspection Department.*

80,122. (I.) *Methods of recruitment.*—Previous to 1895 it was the practice to recruit boiler inspectors from Europeans well advanced in years with practical mill experience only, with or without a qualified engineer's certificate. Under that method no inspector was employed unless he was over 40 years of age, and he was frequently expected to start on an initial salary

of Rs. 125 (one hundred and twenty-five rupees only) per mensem. Experience shows that good men of that age were not available at that, or even double that salary, and the result was, as may have been anticipated, that the department only attracted men who had failed to settle elsewhere, and to whom it offered no incentive to win a reputation, but, on the

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other hand, afforded opportunities of confirming weaknesses which had hitherto proved obstacles to success. Hence the traditions of the department.

About 1895 an effort was made to systematise the work of the department, and though no rules appear to have been published, the general principles recorded were—

(a) that recruitment was to be confined to Europeans, domiciled or non-domiciled;

(b) that selection was to be made from among candidates who had long practical experience in the charge and management of land boilers and engines who hold a first-class engineer's certificate of competency granted by a recognised authority, and who can calculate boilers, who are sober, active, and robust, and who have a colloquial knowledge of the vernacular, and sufficient education to make intelligent reports and conduct their office work.

On these rules the older officers now in the service were recruited, on the understanding that they were eligible to rise to the post of senior inspector, an appointment which then carried a salary of Rs. 650 per mensem. About 1903 this effort was departed from, and a senior inspector who was a purely railway man was appointed, in supersession of those appointed since 1895, on a salary of Rs. 650 per mensem. The Mill Owners' Association, in a letter dated April 1903, strongly protested against this departure from the practice of appointing men with mill experience. In 1907 their protest was justified.

In the year 1909 the appointment of Chief Inspector of Boilers, on a salary of Rs. 1,000-100-1,500, was created, and ultimately an officer, without mill experience, was selected and sent out by the Secretary of State on an agreement of five years.

In 1912, *vide* Government Resolution No. 27, dated 4th January 1912, General Department, the appointment of a first inspector on a salary of Rs. 500-10-600 was created, and an outsider appointed to it in India, and it was then notified that the salaries of boiler inspectors would be progressive, Rs. 300-10-500, and that the two superior appointments would be outside the pale of their aspirations. These orders have created a sense of uncertainty and dissatisfaction in the service which must affect future recruiting.

There is, however, another aspect from which the methods of recruiting must be considered in the future, which has come about by the vastly altered conditions in connection with the mechanical engineering profession in the Bombay Presidency. Twenty years ago the engineering staffs of mills consisted almost entirely of Europeans, mostly non-domiciled—it is now the exception to find an European. Over 80 per cent. of the engineers in factories, presses, and mills now are men of pure Asiatic origin, and many of this class go to sea, and qualify for and obtain certificates of competency of the highest degree procurable. Besides this, the proprietors of mills and factories are mostly Indians. The inspection of boilers in Native States is entrusted to men of the class mentioned, but it is said they lack initiative and self-reliance, and do not command the confidence of the steam using public. Be this as it may, the claims of the class to employment in this department will sooner or later have to be considered. A further reason for their employment will be the state of the fund from which the department is paid, as at the present rate of expenditure it must, within the next few years, on the reserve accumulated by most economical working in previous years being exhausted, become insolvent unless charges are raised. Besides this class of men, the technical schools and colleges of this country are putting out an increasingly large number of men who are exceptionally qualified to do what may be called the clerical part of a boiler inspector's work, viz., the calculations from the data supplied by inspectors; at present a considerable portion of the inspector's time is absorbed in working out these calculations, whereas if men of the class mentioned were employed they would cost infinitely less, and the inspectors would have more time for out-door work.

In Great Britain marine boilers are inspected by the Board of Trade, while the inspection of land boilers for the purposes of the Factory Act are left to private bodies or associations, chief amongst which is the Manchester Steam Users Association. The former, in the consultative branch, employ junior inspectors or surveyors, and clerks for the theoretical work of calculating boilers, under the supervision of one of the oldest and most experienced inspectors. In addition to their technical training, a course of six months' practical out-door work with one of the older inspectors is insisted upon before they enter on their duties in the office.

It is clear that in 1909 it was the intention to introduce a similar system into the Boiler Inspection Department, for I believe Government was informed that the calculating work could be successfully done by an independent clerk under the supervision of the chief inspector. Sanction was requested for a clerk for this purpose on Rs. 50-60 per mensem, and obtained. This appointment has been made permanent.

In 1910 it was reported that 125 boilers had been calculated under the revised system, but as the work was heavy sanction was requested for a junior inspector on Rs. 300-10-350 to assist the chief inspector with the calculation work.

For the above reasons it is submitted that the department needs reorganisation, which might take the form of—

(a) Administration by a commission of four members under the presidency of the Collector of Bombay or a senior officer of the Public Works Department.

(b) An inspecting staff of inspectors to do the actual inspection work.

(c) A clerical staff to be called "engineer clerks" to work out the data furnished by the inspecting staff under the supervision of one of the oldest and most experienced inspectors.

If this was done the President of the Commission would be the administrative head of the department, who would get his technical or expert advice from the members of the Commission; the inspecting staff would consist of a fixed number of inspectors, all men of the same technical standard of education and training, as required by the Boiler Act; and the engineer clerical staff would consist of qualified Indians from technical colleges to work out data. Thus the chief inspector's post, which is a temporary one, could at the termination of the present incumbent's engagement be abolished, the number of inspectors reduced and put on a single grade with incremental salaries, as has recently been done in the Factory Inspection Department, and a limited number of engineer clerks could be engaged and put on a grade by themselves on incremental salaries of Rs. 100-150.

The above proposal is deferentially put forward as a practical remedy to the present discontent in the service, and one that is likely to meet with the approval of the steam using public who furnish the funds for the maintenance of the department.

80,123. (II.) System of training and probation.—None is required if the candidate for specific reasons has both mill and marine experience, as the requirements of the department necessitate the employment of men who are already trained and experienced and possess certificates of competency. Besides the department offers no facilities for training its own men.

If the proposal to reduce the inspecting staff and entertain engineer clerks to do the technical calculations meets with approval, they also will be men who have been trained, and are qualified before employment.

80,124. (III.) Conditions of service.—(a) *Official status*.—Government have granted to boiler inspectors the status of gazetted officers. In fact inspectors are not treated as such either in regard to allowances or actual recognition, and they are not admitted to the same position as factory inspectors, the chief of whom was drawn from the same class.

(b) *Appointment of the chief and first inspector*.—A condition of service which is detrimental to recruit-

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ment and keenness in the personnel is the fact that these two appointments, which have been made the prizes of the service, are not open to the officers who do the actual work of the department and come directly into contact with the steam using public. It is needless to disguise the fact that this extraordinary decision has created widespread dissatisfaction, and the more so that no reason for adopting it has been given to the officers who have been thus publicly pilloried. Mechanical engineers all the world over are generally men of the same social status and of the same comparative standard of education.

(c) *Travelling allowances.*—The duties of a boiler inspector are extremely trying and arduous, and this fact, coupled with the great hardships an inspector has to endure due to rough and rapid travelling in all weathers, soon undermines the strongest constitution. This can be proved from the fact that the eight men who have passed through the service during 15 years, and who have either been superannuated or died of plague, fever, and dysentery, have only been able to put in an average period of seven years' service. And those still in the service are usually unfit after seven years, and compelled to go on long leave on medical certificate. His headquarters are in Bombay and his duties take him to all parts of the Presidency and at all times of the year. He cannot work to a programme and move in easy stages from town to town and district to district, but he goes from one place to another just as he is required, and often has to travel long distances by rail and road and off beaten tracks. The consequences are that he cannot move about with the essentials for ordinary comforts, and has to use and pay for modes of conveyance at extremely high rates, and has to use hotels, refreshment-rooms, &c., where he has to pay infinitely more than he receives in the shape of allowance. Take, for instance, an officer inspecting in a town where there are several boilers. In such a town he has usually to go to an hotel where the minimum charge for a day is Rs. 5. Mills and factories, as a rule, are far from the residential parts of towns, consequently he has to hire a conveyance, and if he has three or four boilers to inspect, each of which takes him the better part of an hour, his carriage bill before he gets back has mounted up. To meet such expenses the allowances of a second-class officer only are admissible to him, which means a maximum daily allowance of Rs. 3. This allowance he can only claim if he has halted for 24 complete and consecutive hours from midnight to midnight. It frequently happens that he reaches his halting place, say, five minutes after midnight, and after working for two days and spending four times his allowance for hotel expenses and carriage hire (earning perhaps fees amounting to Rs. 150 for the department during that time) he leaves again at 10 minutes before midnight, and thus foregoes his allowance for the two days and does not receive his out-of-pocket expenses incurred during his halt of 47½ hours. When travelling by rail or road he similarly gets second-class allowance, that is, double second-class fare by rail and four annas a mile by road. By rail he pays his own fare, his servant's fare, the carriage of his luggage, which necessarily is heavy owing to his having to carry everything with him, his coolies and cart-hire, &c., which means his invariably being out-of-pocket. By road he requires a tonga for himself and servant and a cart for his kit, the united charges of which come to more than the four annas a mile admissible. His official status is that of a gazetted officer, his allowance the same as that of an Indian clerk.

Assistant engineers of the Provincial Public Works Departments whose training is somewhat similar to that of a mechanical engineer, with the exception that he has not to go through eight years of severe training and hardship necessary to fit a mechanical engineer for a boiler inspector, and although both are gazetted officers, the former receives first-class travelling allowances while the latter second class.

The position is an unfair one, and it is submitted that boiler inspectors should be given the allowances admissible to all officers of the first class and a minimum daily allowance of Rs. 5 per diem, and a halt of

six consecutive daylight hours should entitle him to his daily allowance. For it may be noted that boiler inspectors usually commence their daily work at 7 a.m.

(d) *Conveyance allowance in Bombay.*—The fixed conveyance allowance of the inspector deputed for duty in the town and island of Bombay is Rs. 50 per mensem, while inspectors who are attached for temporary duty in Bombay get their actual expenses which is often double the above allowance. The fixed allowance is inadequate and does not cover the cost of maintenance of a conveyance. It was fixed a quarter of a century ago. Considering the area of a boiler inspector's duties, the allowance should be raised to Rs. 90 per mensem, or actual expenses under the Public Conveyance Act should be allowed. Government have already, in the case of the boiler inspector transferred to the Smoke Nuisance Department, recognised the inadequacy of the allowance, and in his case increased it to Rs. 75, although he has the same area to cover and the same mills to visit.

(e) *Presidency allowance or house-rent.*—Boiler inspectors, it is understood, are the only class of gazetted officers who have to reside in the Presidency town, and tour to all parts of the Presidency in the performance of their duties, which keep them away from headquarters for considerable periods at a time. This necessitates the maintenance of double establishment, for which, unlike officers of other departments, they receive no compensation. On these and the grounds which have induced Government to, as a general rule, grant Presidency house-rent, it is submitted that the boiler inspectors should be granted a Presidency allowance of not less than Rs. 100 per mensem.

(f) *Sind allowance.*—The local allowance granted to officers serving in parts of Sind should be extended to the boiler inspector posted to Sind, as he is subjected to the same hardships.

(g) *Medical attendance.*—There is an universal feeling among Government servants that the concession of free medical attendance to themselves should be extended to their families, and that special rates should be granted when they or their families have to go to hospitals as in-door patients.

80,125. (IV.) *Conditions of salary.*—The greatest discontent and dissatisfaction in the service owing to the present conditions by which junior inspectors are put on a progressive scale of pay Rs. 300–10–500 and the two higher paid appointments in the service are put outside their goal. The incremental system of pay being introduced to remedy admitted grievances has, if anything, made them more pronounced, as it has in no way improved their position or prospects. The inspectors, who rank as gazetted officers, feel they were treated without courtesy or regard when recommendations concerning their welfare were made without giving them a hearing. It is deferentially submitted that if it is necessary to pay a chief inspector Rs. 1,000–100–1,500 and a first inspector Rs. 500–10–600, junior inspectors with identical qualifications are unlikely to be had on Rs. 300–10–500. Besides, the recent orders have arbitrarily deprived officers who were engaged under the rules of 1895 of tested rights, and during the first half of whose services the large reserve fund, now being lavished on newcomers, was formed from fees earned by them by a policy of stinting salaries and allowances. It is obviously unjust to supersede tried and approved men.

Notwithstanding the disparity of treatment and the inadequate maximum to which the junior inspectors are to attain in 20 years. (Note.—Inspectors enter the Department trained and at an advanced age, and some will never reach this maximum, while few will benefit as regards maximum pension.) To raise the minimum of the boiler inspector's salary from Rs. 250 to Rs. 300 and to leave the maximum untouched, in their case, is to apply an imperfect remedy to their admitted existing disabilities. With the salary of the highest grade at Rs. 500, the Collector of Bombay was unable to find a trustworthy man, and that was one of the reasons for suggesting a time-scale of pay, which on examination compared so unfavourably not only with the salaries of the two highest paid appointments of the department,



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but with the higher appointments in the provincial branches of *inter alia*, the Public Works, the Forest Department, the A'lkári, the Factory, and with the superintendent grades of the Bombay City Police. The headquarters of the Boiler Inspecting Department is Bombay, and boiler inspectors are subjected to all the disabilities which induced Government to fix, in the case of the Bombay City Police, the pay of the superintendent grade at Rs. 400-50-600. Looking to the qualifications and experience demanded of the boiler inspectors at the time of entering Government service, and obtained by them at great hardship and expense after years of training before entering Government service, the time-scale of Rs. 300-10-500 may be revised in the case of the junior inspectors, and they be granted a uniform salary of Rs. 400-30-900, as recently sanctioned to the junior factory inspectors, who, with the exception of the chief, have not, as a rule, undergone the severe and expensive training which a boiler inspector has to go through before entering Government service. The privilege allowed other services put on the time-scale, of counting the whole of one's service on that scale, might also be sanctioned in the case of boiler inspectors. If accepted, this will tend to bridge the difference between the maximum pay of inspectors Rs. 500, and that of the chief inspector Rs. 1,500, and would compare more favourably as regards difference of salary between the chief and juniors with the kindred service, *i.e.*, the Factory Department. In this service the average difference is 38 per cent., while in the case of the Boiler Inspection Department the difference is 200 per cent. In addition, it will give all inspectors below the rank of chief inspector equal treatment, as is the case of the above-mentioned department.

80,126. (V.) Conditions of leave.—It is probable that radical changes in leave rules will be made as a result of the deliberations of the Decentralisation Commission. Owing to the arduous duties boiler inspectors have to perform, and the fact that they enter Government service as experts, at an advanced age, they should be allowed better leave rules, *i.e.*, six months' furlough after five years' service (this is what is allowed to engineers of private companies). They should also be allowed to accumulate their privilege leave for four months.

80,127. (VI.) Conditions of pension.—The Boiler Inspection Department is *unique* in this respect. Prior to 1912 boiler inspectors were gazetted officers of Government under a local fund maintained by fees from the millowners, and pensions were only guaranteed while the fund was solvent.

In 1911 Government changed them to officers of the third class of Government and lent their services to the Boiler Inspection Department; at the same time Government took the responsibility and guaranteed their pension from that date only, and specially declared that they were not responsible for pension prior to that date. The fund in 1909 was in a flourishing condition, and had a reserve of about Rs. 1,94,000, ample for guaranteeing all pensions. Government has since radically changed their policy, and instead of adding an annual surplus to the fund are dissolving it at a rapid rate of Rs. 20,000 to Rs. 25,000 per annum, thus jeopardising pensions prior to 1911.

There is a likelihood in the near future of the earnings in the department being reduced by at least 25 per cent. due to the hydro-electric power supply to mills in Bombay in place of steam power. It is obvious that if the present rate of expenditure has to be met, and provision made for pensions, the present fees charged millowners for inspection must be greatly enhanced, and it is questionable if the millowners will willingly submit to this. Government should therefore stay the rapid dissolving of the reserve fund, and lay by sufficient to cover the risks of all pensions earned prior to 1911. Assuming a pension is deferred pay, those in the department prior to 1911 and those now drawing pensions are entitled to represent the risk Government are exposing them to. They should receive a guarantee from Government for their pensions prior to 1911 in addition to what has already been guaranteed.

Civil and mechanically trained engineers of the Public Works Department and the Telegraph Department, presumably technically trained men who enter the service at a more or less advanced age, and who do not receive their training from Government, are given advantages as regards pension. Boiler inspectors labour under all those disabilities and those mentioned under the heading of "Travelling allowances," and should be given the same advantages.

80,128. (VII.) Such limitations as may exist in the employment of non-Europeans.—Indians are not admitted to the grade of inspectors in the Steam Boiler Inspection Department and Anglo-Indians are debarred from the two higher appointments.

80,129. (VIII.) Relations of the service with the Indian Civil Service and other services.—The Boiler Inspection Department is under the administration of an officer of the Indian Civil Service.

80,130. (IX.) Any other points within the terms of reference to the Royal Commission not covered by the preceding heads.—A scheme is appended that will remove most of, if not all, the disabilities boiler inspectors labour under, which have been set forth under the foregoing headings; and if carried out will be equally beneficial to Government, the departments enumerated, and to the industries in general.

80,131. *Scheme Proposed.*—The amalgamation of the Boiler Inspection, the Factory, and the Smoke Nuisance Departments, as all three departments are analogous because—

(a) The class of work done by the three departments have (as it were) their origin in the one building and industry, and are under the one technical officer in all private concerns.

(b) The three departments are concerned with mechanics and steam.

*The Boiler Inspection Department* inspects the boilers and motive power.

*The Smoke Nuisance Department* inspects the chimney and is concerned with the fuel used in the boilers inspected by the Boiler Inspection Department.

*The Factory Department* inspects the fencing and working of the machinery put in motion by the boilers and prime movers.

(c) In a mill or factory all three of these branches or departments are placed under the mill engineer, who, in addition to keeping the mill moving with as little smoke through the chimney as possible, is in charge of the mechanics shop of the mill, and is responsible for the repairs of the textile machinery, keeping these in running order, and fencing them as required. Boiler inspectors, up to 1903, were drawn from this class of engineer, and the Mill Owners' Association specially requested Government in April 1903 not to depart from the practice.

The Chief Inspector of Smoke Nuisance, Bombay, has been drawn from this class of engineer, and from the Boiler Inspection Department.

The Chief Inspector of Factories, Bombay (an officer whose experience and knowledge led to his being selected and deputed to Calcutta as an expert on the Factory Commission), has also been drawn from the same class:—

The Chief Inspector of Factories	} Madras.
The Chief Inspector of Boilers	
The Chief Inspector of Factories	} Bombay.
The Chief Inspector of Smoke Nuisance	
The Chief Inspector of Factories and	} Provinces.
Boilers (combined)	
The Chief Inspector of Factories and	} Central.
Boilers (combined)	
The Chief Inspector of Factories and	} United
Boilers (combined)	
	} Provinces.

It will thus be seen that the Governments of the several Provinces have independently learned by experience and accepted that engineers trained in general mill experience, in addition to marine, are essential.

At present in the Bombay Presidency all three of these departments merge into one administrative head. Why should not each separate unit be made interchangeable, since their training experience and material necessarily are the same.

The only one duty foreign to a mechanical engineer is *Recise work*, and as is the case in other Provinces



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beyond Bombay, it could be separated and placed under a distinct officer.

The Government of Bombay have recently created an appointment of a *pumping expert engineer* to inspect the pumping plants of Mofussil municipalities. At present in Bombay, as in other provinces, the boilers and prime movers attached to these pumps have to be inspected by the Boiler Inspection Department.

In the Madras Presidency the duty of pumping expert is attached to the duties of the Boiler Inspection Department, and the Boiler Inspector, in addition to inspecting the boilers and prime movers working the

pumps, also inspects and advises the Mofussil municipalities on all matters relating to their pumping installation, and has worked satisfactorily for 20 years.

I would propose, as all the four departments whose duties (with the one exception of the Excise noted above) are analogous, and the class of men and training required in the four departments analogous, that they be welded into a single homogenous service as shown below. Placed under the Commissioner, and localised in each division for travelling work, and under the administration of a president and commission at headquarters for technical matters:—

*Maximum Salaries of Officers of Four Departments.*

	Factory.	Boiler.	Smoke.	Pumping.
	Rs.	Rs.	Rs.	Rs.
Chief Inspector - - - - -	1,000-1,250	1,000-1,500	500-750	1,500
First Inspector - - - - -	—	500-600	—	—
Inspectors - - - - -	400-900	300-500	300-400	—
" - - - - -	400-900	300-500	—	—
" - - - - -	400-900	300-500	—	—
" - - - - -	400-900	300-500	—	—
" - - - - -	—	300-500	—	—
" - - - - -	—	300-500	—	—
Total - - - - -	4,850	5,100	1,150	1,500

Total, Rs. 12,600 per mensem or Rs. 1,51,200 annually.

*Proposed Amalgamation.*

	Bombay.	Northern Division.	Southern Division.	Central Division.	Sind.
	Rs.	Rs.	Rs.	Rs.	Rs.
Chief - - - - -	750-1,000	750-1,000	750-1,000	750-1,000	750-1,000
Inspectors - - - - -	400-600	400-600	400-600	400-600	400-600
" - - - - -	400-600	100-150	100-150	100-150	100-150
" - - - - -	400-600	—	—	—	—
Engineer clerks - - - - -	100-150	—	—	—	—
" - - - - -	100-150	—	—	—	—
Total - - - - -	3,100	1,750	1,750	1,750	1,750

Total expenditure, Rs. 10,100 per mensem or Rs. 1,21,200 annually.

In addition to a saving of Rs. 30,000 per annum, savings in travelling expenses, and other minor charges incidental to an amalgamation of four departments, and a more efficient and homogeneous service will be the result. It may be mentioned that the Government of India suggested an amalgamation 10 years ago. The Chief Inspector in Bombay would be responsible to the present administrative head, the Collector of Bombay for all three departments, and he and his men would be qualified in all three branches.

The chief inspector in each division would be responsible to the commissioner of his division for four departments and his men would also be qualified in all four branches.

*Advantages.*—The chief in each division would be in closer touch and have better control in his district, and have a more manageable area to work, than under the present system. Bombay is now headquarters for all the departments, and is a far-off cry from the remote points of the Presidency; casual visits under the Factory and Boiler Act could be more frequent and effective, travelling allowances would be considerably reduced, for the long runs from Bombay to the extremities of the Presidency and Sind would be avoided. The number of journeys would be curtailed, for a combined inspector could pay casual visits for the purposes of the Factory Act, the Boiler Act, and inspecting pumping plants at the same time, and in large towns under the Smoke Nuisance Act when extended. The Smoke Nuisance Act must sooner or later be extended to large industrial towns such as Ahmedabad, Karachi,

Poona, Hubli, and these towns would be the headquarters of the divisional inspectors. Besides it is in such large Mofussil towns that municipalities have pumping plants, and require the services of a pumping expert, who would be on the spot when required. With the addition of engineer clerks, the inspectors will be relieved of technical office work and could devote more time to out-door work.

It may here be noted that the British Board of Trade a few years ago employed both shipwright and engineer surveyors, one to inspect the hulls and deck appliances and the other the engines and boilers or motive power; experience, however, showed them that the mechanical engineer could best perform the combined duties, and they now employ engineer surveyors or inspectors for the combined duties. The same practice was subsequently also introduced into India for marine engineer surveyors or inspectors.

Financially the combination would benefit, for the present approximate income of the boiler inspection department is 75,000 per annum, made up from fees, and is a distinct fund. (The present fees for small boilers, however, need re-adjusting, with the result that the income will be increased.) The boiler fund could then be absorbed in revenues, and would alone provide half the funds necessary to work all four departments.

Against this scheme it may be urged that factory inspectors are a better class of men; this, however, if carefully investigated, will be found to be sentimentality. No doubt the class of men recruited in the

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Boiler Inspection Department in the past, on such low salaries of Rs. 125 per mensem, gave rise to this idea, but in those days these very men were drafted into the Factory Department as well. And it is noticeable that as better salaries were offered the standard improved in both departments. If there were defects in the personnel of the men recruited 20 years ago under the old system, it was due to the methods of recruitment, and the policy of stinting wages and allowance, and accumulating a large reserve fund, from the fees paid by boiler owners for the inspection of their boilers. Therefore, if the scheme is to be a success, the assistant inspector's grade will have to be carefully recruited.

I would suggest that it should be recruited in the following manner. Applications should be invited by advertisement from candidates with first-class Board of Trade marine engineer's certificates, with at least three years' practical experience as engineers in charge of cotton mills or large factories; this should be one of the conditions. The British Board of Trade insist on at least five years' service for their candidate. The candidate not to be under 28 years or over 35 years of age. A limited number of the applications should be selected by a board composed of the administrative head assisted by two senior inspectors.

The applicants so selected to be invited to an interview with the above board, and, *without racial prejudice*, a limited number selected to compete at a competitive examination in English and subjects connected with their duties, and those who get the highest number of marks selected for the vacancies. After which the candidates should be examined for physical fitness. This is the usual course adopted by the Board of Trade,

Mr. C. WALKE called and examined.

80,132 (*Lord Ronaldshay*.) Witness was a junior inspector of boilers, and had been in the department for 19 years. He had served as chief engineer at sea, and then became superintending engineer of a mill in Southern India, and was recruited from that position. He represented the officers in the department, who had all agreed to the written statement which had been put in. He desired to see the amalgamation of the boiler department, factory department, and smoke nuisance department, and he thought that would be quite possible with the existing staffs. Every officer should be able to do the work of the three departments, and inspection work would be interchangeable. At present, except the chief factory inspector, factory inspectors would not be capable of inspecting boilers, but he would provide for them by separating the excise cotton work, handing it over to a special branch. The excise work was separate in other provinces. Excise work would only occupy two out of the four factory inspectors, and the other two would have to continue to inspect factories until they died out.

80,133. A scheme of amalgamation was considered some time ago and abandoned, one of the reasons being that a factory inspector, if also a boiler inspector, would have to visit the boiler when the factory was working. His answer to that was that a boiler inspector had to pay casual visits to factories while they were working for the purpose of seeing how the boilers were acting, and at such times he would inspect the factories. Another reason for the abandonment of the scheme was financial difficulties. The boiler fund was made up of fees paid for inspection, while the other fund was a Government one, and there was some difficulty as to the apportionment of the expenses to the two funds.

80,134. The number of inspectors in the department might be reduced, and the calculating work done by engineering clerks. He had heard the objections put forward by the last witness, but was of opinion himself that the calculating work could be done by technical school boys. The data would be filled in by the inspectors and sent on to the clerks to be worked out, and would be checked by the senior or an experienced inspector. That was done in England. If that scheme were carried out two engineering clerks

the Manchester Steam Users Association, and similar bodies in Great Britain. The candidates would then enter on probation for 12 months prior to confirmation. After the required period of service to qualify them for the privilege under the rules laid down by Government, they should be given study leave to proceed to Great Britain and pass a test in a boiler and factory inspectors' duties under the Board of Trade. The necessary arrangements could be made with the Board of Trade, as the Government did about 1900 for officers of the Local Indian Marine who desired to become marine surveyors and inspectors for the dual appointments of shipwright and engineer surveyors, and as Government recently arranged for one of the inspectors of the Bombay Boiler Inspection Department to qualify as an engineer surveyor or inspector. On returning after qualifying, he would be eligible for promotion to the rank of senior inspector, as a vacancy occurred.

It may be added that this test would similarly qualify him as an examiner of engineers, as is the case with the Board of Trade senior surveyors both in Great Britain and India. Chief inspectors should be eligible on the board of examiners under the Bombay Boiler Inspection Act, and are far better trained and experienced for this special work. The British Board of Trade allow no other class of examiner. They should not be perpetually punished for any alleged irregularities on the part of any senior inspector of the past.

In fact it would be more advantageous to Government and the industries alike, for they would obtain the correct class of examiner. Such is the practice of other similar bodies in Great Britain in addition to the Board of Trade.

could be substituted for two inspectors, and the other inspectors would be able to do the whole of the inspection work. Prior to 1909 there were only four inspectors to inspect 1,800 to 1,900 boilers. At present there were twice the number of inspectors to inspect a little over 2,000 boilers. As none of the boilers exploded at that time he took it for granted they were as well inspected as they were now.

80,135. He had not a copy of Government Resolution No. 27, dated 4th January 1912, with regard to the eligibility of inspectors for the two senior posts in the department, but the words quoted in the written statement, though not the exact wording of the resolution, expressed the intention of Government. The rule was issued in the belief that superior qualifications were necessary in order to make calculations with regard to boilers. The qualifications of the junior inspectors, from a technical point of view, were the same as those of the senior officers, so that that reason fell to the ground.

80,136. The request for free medical attendance for officers and their families was made not only for the factory and boiler departments, but for all other departments. Engineers in private employment often received such benefits, as mills had their own doctors and dispensaries, and the families were attended without charge.

80,137. There was a difficulty in getting boiler inspectors with mill experience, which was essential. An officer should have had a knowledge both of land and marine boilers. The working of both was much the same, but they differed in design. Land boilers were much longer than marine boilers, and long boilers gave more trouble. As far as the men in the department were concerned, he was quite satisfied, but he was not satisfied with their experience.

80,138. He based the claim for higher salaries on the salaries paid in the factory department. In the mills in Bombay some engineers received from Rs. 700 to Rs. 900, and that was the class of man wanted in the department.

80,139. There had been no complaints of the way in which the work was performed by the present department. The boiler owner would not complain as long as he could get the boiler pressure he desired. In recent years there had been several explosions of

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boilers that had been guaranteed, and therefore it must be taken that the practical part of the inspection had been deficient, and he attributed that to the want of mill experience on the part of officers. Definite cases could be quoted in support of this statement.

80,140. The Government were rapidly absorbing the boiler fund out of which pensions had been paid, and there had been some correspondence on the subject, but officers of the third class were told when appointed in 1912 that the Government would not be responsible for pensions prior to that date. The reduction in the fund affected three officers, himself and two who were now on pension. The others would lose but a small portion, and they would have about seven years' service. If the fund became exhausted men now drawing pensions would get nothing. He was the only officer in the department at the present time who would lose seriously.

80,141. (*Sir Murray Hamrick.*) He was promised a pension from the fund when he first joined the department, but since 1912 the men who had joined were given a pension from the ordinary boiler fund, but guaranteed by Government. The management of the fund was in the hands of the collector and the chief inspector.

80,142. With regard to allowances, a Mufassal inspector working in Bombay drew his actual carriage hire, which might work out to Rs. 4 or Rs. 5 per day, while a man who lived in Bombay only drew Rs. 50 for conveyances. The idea was that a man could hire a carriage in Bombay for a month for Rs. 50, but that was impossible. It was not possible for an officer to use bicycles, as he always had to carry his kit and his tools.

80,143. It was true that a recruit on entering the department was aware that he would have to live on his salary in Bombay, but when he joined the department it was possible to get a house on Rs. 50, but now he had to pay Rs. 120 for the same house.

80,144. (*Mr. Chauhal.*) He received his theoretical education both in India and in England, the Indian training being obtained in technical night classes, the English in a Government engineering school. That theoretical training, with the practical experience subsequently acquired, enabled him to carry on his

duties satisfactorily. The witness was examined in theory and practice as a boiler inspector by the Board of Trade authorities in London at the request of the Secretary of State for India, and by the Manchester Steam Users Associations in Manchester. He was declared fully qualified for a boiler inspector by both bodies in 1903.

80,145. There was no rule prohibiting the employment of Indians, but it was a practice not to admit them.

80,146. (*Mr. Abdur Rahim.*) He could not definitely say whether millowners objected to Indian inspectors. He had not come across any objection. A few Indians went to sea and qualified for first-class Board of Trade certificates, but the field was not large enough to select good men from. An Indian training was identical with that of a European training, and an Indian sea training was identical with a European sea training, except that an Indian obtained his training out of an Indian port, while in England it was obtained out of an English port. To qualify a boiler inspector to rise to the higher posts it was necessary for him to have a certain amount of training in England, after the ordinary training of an engineer. It was quite possible for Indians to obtain that training in England.

80,147. (*Mr. Sale.*) The duties of a boiler inspector were arduous, and undermined the strongest constitution. In such a small department the death of one man after a very short term of service would make the average appear rather higher than it was, but one man had died of a disease contracted while on duty after two months' service in the department, and another after one year's service.

80,148. He attributed the large number of explosions of recent years to the want of mill experience on the part of inspectors. Three of the present inspectors had had mill experience, and he would go so far as to say that no explosions had occurred in connection with boilers that had been inspected by officers with mill experience. The explosion was probably due to lack of experience of land work, but accidents might occur to boilers that had been very carefully inspected, or now boilers might burst if carelessly looked after.

The witness withdrew.

N. N. WADIA, Esq., Representative of The Mill Owners' Association, Bombay.

*Written Statement relating to the Boiler Inspection Department.*

80,149. (I.) Method of recruitment.—Prior to 1903, inspectors were recruited from local men who had practical experience in mills, who possessed certificates of first-class engineer, and who were capable of calculating and arriving at pressures to be allowed to boilers under the rules of the Bombay Boiler Inspection Act. In 1903 this association learnt that the post of senior boiler inspector was to be filled by a person who had no practical experience of mill boilers, and a letter was therefore addressed to the local Government submitting that a person with practical experience should be appointed. This representation was apparently ignored by Government, and a Mr. Davidson was appointed. On his retirement, Government, on a strong recommendation from this association, requested the Secretary of State to send out a capable man, and this resulted in the appointment of Mr. McIntosh, the present chief boiler inspector. This official has proved capable, although his experience had been confined almost entirely to the marine type of boilers. It is felt the method of recruitment in this case was wrong, inasmuch as it is of the utmost importance, in our opinion, that all boiler inspectors should have experience in the working of land boilers; because the conditions under which the two types are worked differ so materially. Since the appointment of the present chief boiler inspector Government have appointed two new inspectors who were recruited from the Mercantile Marine Service and who have no experience in the working of land boilers. We are of opinion that these appointments should be open to engineers of the Royal Indian Marine, Mercantile

Marine, and to all land engineers holding first-class certificates, of any nationality. Government would then have a much wider field at their command from which to select really suitable men.

80,150. (II.) System of training and probation.—Inspectors should have at least five years' training at sea, which qualifies them for chief engineers' certificates under the Board of Trade rules, or five years' training in mills or factories in England or India or elsewhere, which qualifies them for a first-class engineer's certificate. They should further be required to have served at least five years as chief engineer at sea or as chief engineer in charge of boilers on shore.

80,151. (III.) Conditions of service.—Boiler inspectors should have the same status as gazetted officers and should have the same salaries as those obtaining in the Factory Inspection Department.

80,152. (IV.) Conditions of salary.—It is understood the chief boiler inspector is paid Rs. 1,000 per month, rising to Rs. 1,500 per month by annual increments of Rs. 100 per month. First inspector's salary Rs. 500 to Rs. 600 by annual increments of Rs. 10 per month. All the junior inspectors receive Rs. 300-500 by annual increments of Rs. 10 per month. The salaries of the latter officials are, in our opinion, far too low. To receive their maximum pay, inspectors have to work in the department for 20 years. It is felt good men with practical experience are not inclined to take up the heavy duties of boiler inspector when engineers in the local mills receive Rs. 500 to Rs. 700 per month. We are of opinion the pay of

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inspectors should be Rs. 500 to Rs. 700 per month, reaching the maximum by annual increments of Rs. 25 per month. In view of the fact that the work of all inspectors is identical, we feel there should be no distinction between them; that is, there is perhaps no necessity for a "first" inspector. We would recommend that a suitable house allowance should be granted to all inspectors. Mill engineers in Bombay are provided with free quarters. The present allowance of second-class fares and Rs. 3 per day for inspectors sent up country, especially in outlying districts, is considered to be inadequate, and we recommend a revision of the scale.

80,153. (V.) and (VI.) Conditions, leave, and pension.—We are of opinion that pension and leave rules should be the same as those laid down for uncovenanted officers in Government employ.

#### Factory Department.

80,154. (I.) and (II.) Method of recruitment and system of training and probation.—The foregoing remarks as to method of recruitment and system of training and probation hold good for officials in this department. We consider it very important that factory inspectors should have practical experience in mills and a general knowledge of the working of

machinery. Under the new Factory Act questions of ventilation, guarding machinery, and the health of the workpeople have to be dealt with, and it therefore appears of the utmost importance that only men with a sound knowledge of the working of factories should be eligible for the post of factory inspector. For the collection of Excise Duty, the same machinery that is employed in England for purposes of Inland Revenue collections should be introduced in India, and factory inspectors should not be called upon to do this work.

80,155. (III.) (IV.), (V.), and (VI.) Conditions of service, salary, leave, and pension.—The foregoing remarks in connection with the conditions of service, salary, leave, and pension apply here. The only other point we wish to bring forward for consideration is the advisability of making these two services Imperial instead of provincial. We are of opinion that if this could be brought about, perhaps a better class of men would be forthcoming for service in the Boiler and Factory Inspection Departments of the various Presidencies in India.

80,156. I am also directed to state that Mr. N. N. Wadia, of the Textile Manufacturing Company, Limited, Bombay, has been chosen by the committee of this association to appear before the Royal Commission for the purpose of giving evidence on behalf of the association in support of this representation.

Mr. N. N. WADIA called and examined.

80,157. (Lord Ronaldshay.) Witness represented the Bombay Mill Owners' Association, which consisted of the mill owners in Bombay.

80,158 It was necessary that boiler inspectors should have had experience of land boilers before joining the department, as land boilers differed, especially in length, from marine boilers. Some land boilers were as much as 32 feet long, while marine boilers were seldom longer than 14 or 15 feet. The expansion of plates in long boilers was entirely different from the expansion in short ones. The inspection of the department in the last 4 or 5 years had been very satisfactory under the chief boiler inspector, and since the staff had been increased the inspection was certainly better than it was formerly.

80,159. He understood that Mr. McIntosh was bringing forward new rules under the Boiler Act before the Bombay Council, and had made certain recommendations which, while applicable to marine boilers, could not be applied to land boilers.

80,160. Appointments in the department should be open to engineers of the Royal Indian Marine and Mercantile Marine, and to land engineers holding first-class certificates. Some of the engineers of the Royal Indian Marine and Mercantile Marine would have had experience of land boilers as apprentices in England. He would not make it a condition of appointment that officers should have had experience of land boilers, but it was most desirable that they should have.

80,161. Boiler inspectors should be paid the same salaries as engineers employed in local mills, from Rs. 500 to Rs. 700, as good men could not be attracted for less. Also better travelling allowances should be given. If the emoluments of the inspectors were increased a better class of inspectors would be obtained; but he did not wish to criticise the present men in the department.

80,162. The post of first inspector was superfluous. His duties were similar to those of the junior inspectors. He did not, however, know what office work the first inspector had to do. The recommendation that the appointment should be abolished was based on the fact that the expenditure on the Boiler Department had gone up very materially in the last four years. Up to 1909 there were only five inspectors and they had now been increased to eight, and the chief inspector's salary has been increased up to Rs. 1,500. The boiler fees up to 1909 showed a surplus of two lakhs, and that was gradually being absorbed at the rate of Rs. 20,000 a year.

80,163. The association would rather see fewer inspectors of a better class receiving larger salaries

than numerous inspectors of an indifferent class. The number of inspectors at present was excessive. The staff had increased in the proportion of five to eight during the last four years, but boilers had not increased in anything like the same proportion.

80,164. The observations made with regard to boiler inspectors applied also to factory inspectors.

80,165. The Association would like to see the Boiler and Factory Inspection Departments made Imperial and not provincial, so that a better class of man might be attracted by the chance of rising to senior posts. They also recommended that boiler and factory inspectors should not be under the control of the Collector of Bombay, as it was a technical department and should be controlled by an Imperial head.

80,166. Junior inspectors should have a chance of rising to be chief inspectors of boilers. In the new Bill before Legislative Council it was proposed that a single full-time examiner should be appointed for granting first-class certificates, but the association preferred a Board of Examiners. Some years ago a full-time examiner was appointed and bribery went on, and the Government of Bombay, in framing the Act of 1891, were induced by his father, who was then on the Council, to appoint a Board of Examiners, and that the Board had acted very well.

80,167. In Calcutta the department was under a commission which practically did the work of the chief inspector, and the association much prefer to have in Bombay a board of intelligent engineers rather than a chief inspector. If the department was made an Imperial one, every officer would be liable to serve in any part of India.

80,168. The association laid great stress on the point that factory inspectors should be men who had a knowledge of mill machinery. There was at present an inspector who was taken from the Customs and appointed a factory inspector, and who had no knowledge of mills.

80,169. The cotton Excise duties should be transferred to the Customs Department. When the Factory Act was brought before the Imperial Council the association laid great stress on the point that the chief inspector and the factory inspectors should have nothing to do with the Collector of Bombay, as it was very unwise that the action of an inspector should be controlled by a man who had no knowledge of mill machinery. The Government issued a special resolution, No. 7296A, which stated that the District Magistrate, who was inspector under sub-section 8 of section 4 of the Act, should pass no original orders under various sections of the Act within the limits of

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Mr. N. N. WADIA.

[Continued.]

his own district, and it was made clear in that resolution that the Collector of Bombay had no original power. There had been cases reported to the association in which some original orders had been passed.

80,170. (*Sir Theodore Morison.*) The association had no objection to the appointment of Indian factory inspectors. A large majority of the engineers in mills were Indians, and also a large majority of the owners. No discussion had taken place in the association on the subject, but he thought that as long as efficient inspection was secured, it did not matter to the association whether the inspector was an Indian or a European. He did not think there would be any deterioration of efficiency if Indian inspectors were appointed, as there were many clever Indians in the mills now who were quite capable of doing the work, and who had the advantage of knowing the workmen and language and the local conditions.

80,171. (*Mr. Abdur Rahim.*) He would exclude the Collector altogether from the Boiler Act, and have a commission of engineers.

80,172. Very few Indians received a training in mechanical work in England, probably owing to their want of means. In England there would be great difficulties in obtaining training in mills, especially in Lancashire, and mill practice was a very essential condition. There were men in the local mills in India who would very soon reach the highest ranks, as they were being trained under European overseers.

80,173. The Collector did not interfere with the details of factory inspection, but the service should be Imperial and controlled Imperially, and should not be under the Collector at all. A factory inspector might

pass an order for fencing machinery, and if the mill-owners appealed, the appeal had to be heard in Bombay by the Collector, with or without assessors, and thus the Collector practically sat in judgment on his subordinates, and might give an opinion quite independent of the assessors.

80,174. Under the Boiler Act a Commissioner had to be appointed from time to time to hear appeals.

80,175. (*Mr. Sale.*) The inspection during the last five years had been very well done, but he thought it could be done quite as well with a reduced number of inspectors.

80,176. The Commission he proposed would merely act in cases of appeal from an inspector's decision, and would have no power to give orders as, for instance, with regard to the working pressure to be allowed to a boiler. He only asked for some extension of the present system on the lines of Calcutta. A Collector now had no power to alter calculations with regard to boilers, and if anyone was dissatisfied with an inspector's decision, he either went to the chief inspector or appealed to the Commission, which consisted of expert engineers.

80,177. Only one case of the Collector issuing original orders had happened lately. There had been only one appeal case recently, and that was in connection with his own mill, and the Collector of Bombay went directly against the two assessors.

80,178. (*Mr. Chaulab.*) The passes issued by the medical officer to children working in factories was to certify that the child was a half-timer, between the years of nine and fourteen.

The witness withdrew.

J. D. F. ENGEL, Esq., Chief Inspector of Factories, Bombay.

*Written Statement relating to the Factory Inspection Department.*

80,179. (I.) *Methods of recruitment.*—Prior to the introduction of the amended Factory Act (XII. of 1911), inspectors were recruited in India, the exceptions being an officer who came out to India under a covenant of five years and having factory experience in the United Kingdom, and another who had been a practical weaver at home and in India, who was appointed by the Secretary of State as an additional inspector for Bombay.

The former comprised: Junior members of the Indian Civil Service, who subsequently, in Bombay Island, became controlling officers in the department, having under them men drawn from local mills and engineering works, and others having experience in mercantile firms, and one with a business training and subsequently in the Customs service.

80,180. (II.) *Systems of training and probation.*—Beyond general experience and necessary educational merit and intelligence no special qualifications have hitherto been required of factory inspectors. Any training in England previous to appointment was not considered absolutely necessary by the Indian Factory Labour Commission, but the same authority recommended that after such appointment, and when convenient, inspectors should acquire an insight into the working of factory laws for a period of three months under a factory inspector in England. The most recent appointments to Bombay and elsewhere have been of men who have undergone some experience in factory inspection at home.

Inspectors of factories in the Bombay Presidency have been required to assist the Collector of Bombay in the administration of the Cotton Duties Act, wherein an intimate knowledge of cloth and its markets is an essential qualification, for the protection of revenue.

80,181. (III.) *Conditions of service.*—Generally speaking men who join under the revised conditions, which came into force with the introduction of the new Factory Act in July 1912 (except with regard to conveyance, house allowance, and leave rules to be referred to hereafter), are not unfavourably situated. The older men in the department, to whom the efficient order of things admitted in the report of the Factory

Commission as existing in factories in the Bombay Presidency is mainly due, do not however realise equal equanimity; by the fact of their having entered Government service after they had attained the age of 30, but nevertheless having experience and practical knowledge advantageous to Government. They can but anticipate that at the end of their career, when pension has to be dealt with, the years supervening between the age and the date of their joining will under existing rules be deducted from their service. Again, in the fixing of the initial salary under the present factory scheme, consideration has not been given to past service or to the fact that if retirement obtains at the statutory age, more than one of the older inspectors will not have reached the emolument which will provide for him the maximum pension. Had the recommendations of the Factory Labour Commission, or even those subsequently recommended by the Government of Bombay (which were not too liberal), based as they were upon the previous knowledge of the qualifications of the men particularly concerned, as also of the trying condition under which they worked, been accepted by the Government of India, any such hardships referred to would have, to a material extent, been minimised.

*Conveyance allowance.*—Previous to the introduction of the present Act, inspectors had been allowed this as a recognised necessary allowance. Under the new scale of pay that came in with the Act referred to no provision was made for conveyance. It was held that the increase of salary obtaining in the arrangements included any out-of-pocket expenses necessitated in reaching factories situated in the places to which inspectors were respectively posted. But to make up for the extra cost of living contingent on the transfer of an officer from Ahmedabad to Bombay, the former original allowance of Rs. 30 per mensem to the Ahmedabad inspector was added to the allowance of Rs. 50 which the permanent inspector at Bombay had drawn, and the aggregate of Rs. 80 divided between the existing staff of two Bombay inspectors, leaving the inspector at Ahmedabad without any conveyance allowance, and the Bombay inspector with Rs. 10 per

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Mr. J. D. F. ENGEL.

[Continued]

mensem less than he originally drew. One of these inspectors holding a temporary post had drawn for the several years of his probation actual expenses which amounted to an average of Rs. 85 monthly, for working half the Bombay charge. So that even on the basis of the then requirements of his post, that inspector has now to find the balance, which is growing with increasing work, out of his own pocket, a hardship shared by the other inspector, who, in addition, can add a retrospective loss as a grievance, for his fixed allowance of Rs. 50 was equally incapable of covering actual necessities in this direction.

Conveyance allowance is an important consideration even in Ahmedabad. Whatever might have been the understanding of the junior inspector there regarding the legitimate claim of conveyance charges in the exercise of official duties on private resources, his colleague under the older order of things could scarcely be expected to accept the principle with equal cheerfulness.

Virtually, the earlier emoluments earned by inspectors both in Bombay and Ahmedabad, which have been suggested as the immediate advantageous effects of the scheme that came in with the new Act, and advanced as a reason why conveyance allowance should be discontinued, have been absorbed in the carrying out of their duties. This bears particularly hard in the case of one of the inspectors, whose age shuts out any ordinary possibility of his reaping any material advantage of emoluments under the existing system.

The fixing of Rs. 40 per mensem as an allowance to compensate the Bombay inspectors for the difference in living between Bombay and Ahmedabad is obviously greatly disproportionate, both in rent and other expenses of actual living. To refer particularly to rent, a comfortable place is readily obtained in the best residential quarters of Ahmedabad at a maximum of Rs. 60 per mensem, which includes stabling, while in Bombay a flat in sanitary surroundings generally range, from Rs. 150 to Rs. 250, which would not include stabling or garage.

The principle of conveyance allowance has always been recognised as essential in the Factory Department, and in similar services, viz., the Smoke Nuisance Department, and Government Medical Certifying Branch of Factories, have since the coming in of the present Factories Act been allotted sums on a far more liberal scale to meet this necessary expense. In the matter of initial salary there has been no compensating margin, which might, in the organisation of a new department, be definitely held as a reason why inspectors should find their own way about. The reason that extreme dissatisfaction exists is not therefore hard to find.

In Bombay an inspector covers at the least 200 miles during the 26 or 27 working days of the month while engaged in the work of factory inspection only, additional visits on Sundays and declared holidays not counted.

The checking of dutiable returns, by which the protection of revenue is ensured, invariably means many extra visits; as does also the newly-thrust-upon them duty of granting certificates for rebates on tallow, which is solely for the benefit of the millowners. The idea that even the bare contingencies of factory inspection can be met with a sum of Rs. 40 per mensem is fallacious, and especially so when due regard to climatic conditions, and the necessities involved where officers of the status of inspectors are concerned. The carrying out of the ordinary duties of inspectors means a penalty on his own industrial efforts to make the department a living reality, for he can only do it either by meeting his own travelling expenses or by other parallel.

*House allowance.*—Inspectors in Bombay to be within easy call of exigencies must reside in the

town itself. Rents have for some years past become excessively high; inspectors who are therefore posted to Bombay are at a great disadvantage as compared with their colleagues in the district.

Officers of equal status to factory inspectors, and whose duties do not bind them more rigidly to maintain a house in Bombay, have been admitted to Presidency House allowance.

The Bombay Government recommended that inspectors of factories residing in Bombay should have the benefit of house rent, and the salaries recommended were fixed in consideration of this concession. The rules of this scheme do not exclude them. Had it done so the initial salaries would no doubt have been on a more liberal scale.

80,182. (IV.) Conditions of salary.—Reference has already been made to the generally favourable conditions obtaining to young men joining the department. In comparison with those of other Presidencies, inspectors of Bombay are not too well paid. In no other part of India are inspectors expected to work the Cotton Excise Department, which adds greatly to labour and responsibility.

It does not appear to be recognised that any lack of vigilance in classification when dealing with the returns might mean a considerable loss to revenue. Information to obviate the possibility of this has frequently to be obtained by visits to the markets, which has generally been done outside office hours.

It can be roughly estimated that these duties take up a third of the time of factory inspectors in the Bombay Presidency, while the duties of inspection are in the main considerably greater, it is believed, than those in other Indian centres, so that they are not too liberally dealt with in salary, while in the matter of the calls upon their pocket on account of conveyance allowance, referred to above, they are at a great disadvantage.

80,183. (V.) Conditions of leave.—As inspection of factories entails the maximum of fatigue, the greater part of a man's life being spent in hot and humid mills and otherwise demanding physical exertion at all seasons of the year, they should at once be brought under European Service Leave Rules.

80,184. (VI.) Conditions of pension.—With the exception of the disability in the case of the elder men of this department, alluded to under (III.), the conditions of pension seem generally favourable.

80,185. (VII.) Such limitation as may exist in the employment of non-Europeans and the working of the existing division of services into Imperial and Provincial.—The imperialisation of the department would undoubtedly be of advantage for efficient working. It would facilitate transfer of inspectors to other districts, and thereby ensure uniformity, especially in dealing with guarding of machinery and labour, which have more or less in common in all industrial districts of India.

As there is a tendency to recruit men having some factory experience in England, provided that non-Europeans could obtain similar training, there might be no objection to a percentage of appointments being given to them. Special regard to physical fitness, temperament, and known integrity and antecedents would be essential, as the duties of inspectors are at all times arduous and call for much tact in dealing with the various classes of mill agents and managers.

80,186. (VIII.) Relations of the service with the Indian Civil Service.—Advisory control by the Collector of Bombay District Magistrate under the Act would be of material assistance, but the technical head of the department should have the option of approaching Government direct on points on which difference of opinion may arise. Happily no occasion has so far arisen for complaint on this score.

Mr. J. D. F. ENGEL called and examined.

80,187. (Lord Ronaldshay.) Witness was Chief Inspector of Factories, and represented the officers of

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[Continued.]

80,188. The department consisted of one chief inspector, four inspectors, and a whole-time certifying surgeon, who drew Rs. 800 as salary and Rs. 100 a month for conveyance. The factories were scattered all over the Presidency and the majority of them were managed by Indians, with Europeans from Lancashire in charge of the various departments.

80,189. In addition to inspection, the department had to deal with cotton Excise Duties. The mills submitted returns of goods issued every month, and the inspectors had to see that the returns had been correctly submitted according to the books prescribed by the Act. That, however, was only a flimsy check, because books might be kept for inspection, and consequently factory inspectors ordinarily inspected other books to see if there was any variation between the entries in the books kept by the mill and those kept under the Act. He was not sure that the returns were always accurately submitted. The work in connection with the Excise Duty was very responsible, because should any discrepancy arise the inspector was called upon to explain. The department would like to be relieved of this work. The men in the Customs Department were fully acquainted with similar work, and could pick up cotton excise duties more quickly than a new inspector appointed to the factory department. Having regard to the revenue derived from the excise, men might be especially appointed for that work.

80,190. The officers who had joined the department under the revised conditions were on the whole well treated in regard to salary, as compared with the older men. Two officers had recently come under the new rules, and being young men, would have the full benefit of them, and the second inspector would to a certain extent benefit also, as he was comparatively a young man. But the first inspector and the chief inspector would not benefit, as the revision had come very late in their service.

80,191. There were no Indian inspectors of factories, but he saw no reason why they should not be employed, if they had the general education and the training possessed by Europeans. A training in England was not absolutely necessary, but in the Indian mills the Indians were more or less under the supervision of Europeans, and therefore did not get the training necessary to obtain confidence in themselves.

80,192. The officers complained of the insufficiency of the conveyance allowance received in Bombay, and that acted injuriously, as a superior officer felt some difficulty in asking a man to go down to a mill a second or third time, when he knew that he had to spend money out of his own pocket for the benefit of the department. The inspectors stationed at Ahmedabad, and the chief inspector should also be provided with an adequate conveyance allowance. At present these officers were not in receipt of any such allowance.

80,193. At present the officers were under Indian service rules as to leave, but he understood the new inspectors were under European service rules. They came out under a year's agreement, and it was considered that the conditions to that agreement were still in force after the year. All inspectors should be brought under European service leave rules, considering the arduous nature of the work they had to do.

80,194. It would be an advantage if the department was made an Imperial one, as it would give the officers a larger field for promotion. It should be imperialised in the same way as the postal service. There would be no advantage in amalgamating the factory boiler and smoke-nuisance departments as the work was altogether different, and it was not wise to subordinate too many men under one head. Friction might arise by the overlapping of work of different officers.

80,195. (Sir Murray Hammett.) Several members of the staff had had English experience, but English experience in a large English factory was not imperative for factory inspectors. The conditions, atmospheric and other, differed very much from India. The

standard of inspection in England was not higher than in India, and it was frequently said by mill managers that orders passed by the department would never have been passed in England. If an Indian was appointed factory inspector there was no necessity to send him to England, as a period of probation in the department would be quite sufficient.

80,196. A factory inspector required some knowledge of mechanical engineering and of sanitation, and that training could be acquired in India.

80,197. An Indian inspector would not have the same influence either with Indian or European millowners, but he had no objection to seeing the experiment of appointing Indians tried. He did not think the fact that a factory inspector might not be versed in the language of the locality would be any objection to the service being made an Imperial one.

80,198. The rebates given on tallow involved additional work on factory inspectors. Tallow was an ingredient entering into the manufacture of cloth, and the contention was that, if any imported article was used in connection with cloth, the duty upon it should not be paid twice over, and consequently a rebate was given. The inspector had to perform the work in addition to his other duties, and the time occupied was generally from half to three-quarters of an hour for each mill.

80,199. He preferred a larger conveyance allowance to the actual charges being paid, and nothing under Rs. 100 was adequate for Bombay, and Rs. 75 for Ahmedabad. Some inspectors used bicycles. This method of locomotion, however, affected their health as they had to be out on duty under very trying climatic conditions.

80,200. He had no knowledge of any applications for inspectorships having been received from Indians.

80,201. If there were now only 22 per cent. of Europeans amongst managers and foremen of Indian mills, the statement made in the House of Commons that Indian expert inspectors were not required, because the bulk of factory managers and foremen were Europeans would no longer apply.

80,202. His belief that Indian inspectors would not have the same influence as European inspectors was based on conclusions he had come to, and not on any practical experience of the work of Indian inspectors.

80,203. Indian inspectors would have no greater power in detecting irregularities in connection with the Factories Act than Europeans.

80,204. (Mr. Abdur Rahim.) The principal duty of a factory inspector was not to prosecute for breaches of the Factory Act, but to pass orders regarding machinery and the administration of the Act. Prosecution was merely the result of continuous disobedience. There were services where Indians had control, but they could not be compared with the factory department, as a factory inspector acted on his own initiative, while many Indians in charge of departments had higher authorities to support them.

80,205. (Sir Theodore Morrison.) The cadre was just sufficient to carry out the inspections properly, and when a man went on leave the remaining officers had to work longer hours to do his work. Evasions of the Factory Act no doubt took place, but they would take place even if the staff was doubled. The factories now were law-abiding, and carried out all orders quite loyally. Very few factories escaped inspection, but several did in 1913 owing to the department being short-handed.

80,206. At present an officer had to pass in Hindustani, and Hindustani was very well understood in Bombay, but he thought the rule might be amended and an officer be called upon to pass in the language of the district to which he was appointed.

80,207. (Mr. Sale.) He had studied Indian spinning before going to England to perfect himself, and then he came out to India as the manager of a mill.

80,208-143. For cotton excise work it would be an advantage to have a department working all over India, so that the classification might be the same for the whole country.

The witness withdrew.

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- XIX.—STATEMENT, with details by Provinces, of the CIVIL APPOINTMENTS on Rs. 200 a month and over held by EUROPEANS, ANGLO-INDIANS, and INDIANS on the 1st April 1913 in the FACTORY and BOILER INSPECTION DEPARTMENTS.
- XX.—OFFICIALS, NON-OFFICIALS, and ASSOCIATIONS who furnished written evidence to the ROYAL COMMISSION in connection with their inquiry into the FACTORY and BOILER INSPECTION DEPARTMENTS but who were not orally examined.

## APPENDIX I.

NARRATIVE prepared by the GOVERNMENT of the UNITED PROVINCES of AGRA and OUDH as to  
(1) APPOINTMENT of INSPECTOR of FACTORIES.

In 1891, when the Indian Factories Act, 1881, was amended by Act XI. of 1891, the question of the establishment necessary for the working of the Act was taken up. The Governor-General in Council insisted on the importance of securing a strict observance of the law regarding factories, and considered that it would be advantageous to appoint a special inspector for Bengal who might also be made available for the more important centres in the United Provinces of Agra and Oudh. The pay of the inspector would be charged to the provincial revenues of Bengal. It was also considered preferable, instead of recruiting from the United Kingdom, to appoint to this post a qualified person with some knowledge of the habits and language of the native population if the services of such a person could be procured in India. The Government of Bengal agreed to this proposal. That Government also found it possible to procure locally a person with the required qualifications. A salary of Rs. 700 per mensem was recommended for the post, but the officer holding

the appointment was not to have any pensionary rights. This was sanctioned by the Secretary of State, and, with the approval of the Government of India, the person selected for the post was at the same time gazetted under section 3 of the Indian Factories Act, 1881, as an inspector of factories within the limits of this province from the 23rd May 1892. The appointment was subsequently (in 1897) made permanent and pensionable.

In 1905 the attention of the Government of India was engaged in considering the question of making better arrangements for the inspection of factories and boilers in India. The work of the Inspector of Factories, Bengal, who, as pointed out above, was required to inspect the factories in the United Provinces, had become so heavy owing to the increase in the number of factories that some relief had become imperative. The boiler inspection work was undertaken by an entirely separate establishment, but the Government of India did not see why the work of inspecting factories



## APPENDIX I. (continued).

could not be entrusted to the boiler inspectors. This Government disagreed. It was pointed out that the duties of the boiler inspector were confined to the machinery in the factories, and they usually had to deal only with engineers in charge of the engines and boilers. They required certain technical qualifications, but were generally men of the mechanic class and with their training and bringing up it was doubtful whether they possessed the necessary tact for such work as fell to the factory inspector, whose duties were of a much more inquisitorial nature.

It was, however, recognised that the Inspector of Factories, Bengal, needed assistance. The appointment of a whole-time inspector for this province was recommended. It was also suggested that if a person with the necessary qualifications was forthcoming the best arrangement could be that the boiler inspectors should be the assistants of the factory inspector. The Government of India were not satisfied that the amalgamation of the factory and boiler inspection establishments would not be advantageous. It was therefore suggested that one of the boiler inspectors employed in the United Provinces should be replaced by a chief inspector of factories and boilers on somewhat higher pay, and that the two remaining boiler inspectors should be empowered to inspect factories as well as boilers. This Government held that the boiler inspectors' time was already fully occupied by the inspection of boilers and prime movers alone. It was accordingly recommended that no reduction be made in the existing staff and that a chief inspector on a salary of Rs. 500-50-700 be appointed, whose duties, besides inspecting factories, would be to supervise the working of both the Factory and Boiler Acts; the work of the boiler inspectors should, however, be confined to boiler inspection only. It was stated that the inspector of factories should be an officer possessing special qualifications for the responsible and delicate duties devolving on an inspector of factories, and should, besides, have a thorough theoretical and practical knowledge of machinery and engines to enable him to dispose of references and disputes which might be submitted to him for orders by the boiler inspectors. It was thought that such an officer could be obtained from the superior revenue establishment of State railways, locomotive branch. The proposal was forwarded by the Government of India to the Secretary of State, a modification being suggested in the pay proposed for the new appointment. The Secretary of State, however, decided that the question of the appointment should stand over until the report of the Factory Commission had been considered.

The report showed that serious abuses prevailed. The Government of India accordingly directed that, until the number of officers required to secure compliance with the law could be finally determined, steps should be taken at once to strengthen the inspecting staff temporarily, either by appointing temporary inspectors or by placing officers on special duty for the purpose. This was in 1908.

An inspector of factories was accordingly appointed in this province on the 1st January 1909 as a temporary measure for a period of six months on a salary of Rs. 500 a month.

The Factory Commission recommended a full-time inspector for these provinces on a salary of Rs. 400-30-1,000, and suggested that the appointment should rest with the local government. When this Government was asked for its views on the Commission's proposals,

it was said that the Lieutenant-Governor agreed with the recommendations contained in paragraph 111 of the report of the Commission as to qualifications required in a full-time inspector and the pay which should be granted to him. His Honour, however, adhering to the arguments expressed to the Government of India in the letter of the 6th July 1906, considered that the qualifications should ordinarily be sufficient to justify a higher initial rate of salary than Rs. 400 a month.

In submitting proposals to the Government of India for making the appointment permanent it was recommended that the post should, for the reasons given above, carry a pay of Rs. 500-31½-1,000, or Rs. 500-33½-1,000. It was also suggested that the inspector should control the boiler inspectors in the province. The Government of India, however, in forwarding the proposal to the Secretary of State, stated that the standard pay recommended by the Factory Commission was more suitable, and that the temporary inspector should be made permanent and brought on to the new scale at the stage of Rs. 550. This was sanctioned by the Secretary of State.

The appointment comes under the ordinary Indian service leave and pension rules of the Civil Service Regulations. On the 1st August 1910, the two establishments of inspector of factories and inspector of boilers were amalgamated, and the inspector of factories was placed in charge of the entire staff with the designation of "Inspector of Factories and Boilers."

## (2) THE BOILER INSPECTION STAFF.

With a view to the extension of the North-Western Provinces and Oudh Steam Boilers and Prime Movers Act, 1899, to the important commercial town of Cawnpore, in which there is a large number of steam boilers at work in mills and factories, and subsequently to Agra, Lucknow, and other towns, the sanction of the Secretary of State was obtained in 1901 to the appointment of a boiler inspector in this province on a salary of Rs. 350-10-400, the appointment being permanent and pensionable. When inspections began to be made outside Cawnpore the need for assistants was seen. In 1903 an assistant inspector on Rs. 250 was sanctioned. A second assistant inspector was sanctioned in 1905 at the same rate of pay. In 1910 the boiler inspection department and the factory inspection department were amalgamated. It was then found that the whole work could be done by the two assistant inspectors, most of the work of the inspector falling to the inspector of factories. The post of inspector of boilers was, with the sanction of the Government of India, accordingly abolished. The abolition of this appointment created a new situation, for prior to that time the assistant boiler inspectors reasonably hoped for eventual promotion to the post of boiler inspector. In order, therefore, to give some chance of regular promotion the Local Government in 1911 obtained the sanction of the Government of India to raise the pay of the senior assistant inspector from Rs. 250 to Rs. 300-20-400 a month. In 1912, in view of the equality in age of the two assistant inspectors, the pay of the junior assistant inspector was raised to Rs. 250-20-350 a month. Both appointments are permanent and pensionable and fall under the ordinary Indian service leave and pension rules of the Civil Service Regulations. Recruitment has up to the present been made in India. The pay of the department is met from the fees charged for the inspection of steam boilers and prime movers.

## APPENDIX II.

## MEMORANDUM prepared by the GOVERNMENT of the UNITED PROVINCES of AGRA and OUDH relating to FACTORY and BOILER INSPECTORS.

*Recruitment.*—Candidates should be required to hold a first-class engineer's certificate granted by the Marine Board of Trade. The age limit should be fixed at 30 years, but Government should have the power to make exceptions.

*Salaries.*—In view of the rates of pay granted in other provinces His Honour considers that the pay of boiler inspectors should be fixed as follows:—

Rupces 300-10-400-20-500. The first increment to accrue in the 31st year of age.

## APPENDIX II. (continued).

*Leave.*—No change is recommended in the leave rules.

*Pensions.*—It is recommended that Government should have the power to exempt the boiler inspectors who enter service of Government after the age of 30 years from the operation of Article 478 (a) of the Civil Service Regulations.

*Touring in the Hills.*—Boiler inspectors should receive the daily allowance and mileage drawn by upper subordinates of the Public Works Department in charge of hill districts, that is to say, Rs. 4 daily allowance, and annas eight a mile for journey by road.

## APPENDIX III.

MEMORANDUM prepared by the SANITARY ENGINEER to GOVERNMENT, PUNJAB, relating to the FACTORY and BOILER INSPECTION DEPARTMENT.

1. The present regulations as to recruitment, training, and probation, and whether these regulations are satisfactory.—There are no regulations in force in the Punjab at present, with regard to the recruitment, training, and probation of the officers of these departments. It cannot, therefore, be said the regulations are satisfactory. The present boiler and factory inspector was appointed in September 1906. He was recruited from the boiler inspectors of Bombay Presidency. He holds a first-class Board of Trade certificate. This certificate is granted after examination, and the holder of it must necessarily possess a thorough knowledge, both theoretical and practical, of engines, boilers, and machinery. The Boiler and Prime Mover Act of the Punjab is being gradually applied to different areas in the province. The areas in which it is now in force contain 472 boilers and in the areas to which it has yet to be applied there are estimated to be some 1,200 to 1,500 boilers. The number of boilers now to be inspected (472) is, without taking into account his duties as factory inspector, more than one man can efficiently do. Nor is there any satisfactory means of replacing him should he fall sick or require rest to recruit his health. The Punjab Government is recruiting through the Secretary of State for India a factory inspector, who is at present undergoing a training in boiler inspection. It was the intention of Government that this officer, who will be on better pay, should replace the present incumbent and carry out the boiler inspections in addition to his duties of factory inspector which are not to be confined to the Punjab alone, but are to include the provinces of Delhi, Ajmer, and North-West Frontier. I have already stated the number of boilers now to be inspected is more than one man can efficiently do. It is, in my opinion, quite impossible for the joint factory inspector of four provinces to carry out the duties of boiler inspector for the Punjab and Delhi in addition. Nor, in my opinion, is it desirable, as the class of officer necessary for factory inspector is very different from that required for boiler inspections. It is, however, in my opinion, most desirable that the factory inspector should have a thorough practical knowledge of boiler inspection work, so that in the case of dispute between the owner and a boiler inspector as to the necessity of repairs or reduction of the steam pressure in a boiler the owner could appeal to him and he by a personal inspection could decide the case without delay. The present system of appeal is so cumbersome and slow

that it is very seldom resorted to. This is much more important than at first sight appears, but the reasons for its importance I should rather give privately than officially.

2. The rates of pay and allowance in force in 1890 and 1900 and at the present time, and whether the present rates of pay and allowances are satisfactory.—There was no factory and boiler inspector in this province in the years 1890 and 1900. The rate of pay of the present incumbent is Rs. 350-10-400, with no allowance beyond second class travelling allowances. Considering the responsibility of the post of boiler inspector, and the fact that when the Act is extended to the whole province, he will have two or more assistant boiler inspectors under him, I do not consider the present rate of pay sufficient, and suggest it should be raised to Rs. 350-10-500 with the travelling allowance of an assistant engineer in the Public Works Department. The pay of the factory inspector, who is about to be appointed, has been fixed at 400-30-1,000. This, in my opinion, is sufficient for the present to attract a suitable officer. Whether it will be sufficient for his successor depends on the development of factories in the four provinces under his inspection.

3. The number of posts in each grade, and the provision, if any made in the cadre for leave and training.—There is at present one post of boiler inspector in this province. The incumbent of this post is also a factory inspector, as specially notified by the local government. There is consequently no provision in the cadre for leave and training.

4. What appointments outside the authorised cadre are held temporarily, or otherwise, by officers of the various services.—No appointments outside the authorised cadre are held.

5. Whether any addition is required to the present cadre.—As I have already proposed, there should be a separate whole-time factory inspector in addition to the present boiler inspector, who could then be relieved of his present factory inspection. The time has now come when the first of the assistant boiler inspectors should be appointed. Additional assistant boiler inspectors can be appointed as required owing to extensions of the area in which the Act is in force. The pay of these assistants should, in my opinion, be Rs. 250-10-350 with second class travelling allowance.

## APPENDIX IV.

MEMORANDUM prepared by the GOVERNMENT OF BENGAL relating to the BENGAL FACTORY INSPECTION DEPARTMENT.

*Previous History of Department.*

(1) Up to 1891, when the Indian Factories Act, 1881, was amended, district magistrates were *ex-officio* inspectors for the factories lying within their jurisdiction; while the duty of certifying the age of children was performed generally by medical officers in the service of Government. When the Act of 1881 was amended, the appointment of specially qualified whole-time inspectors was felt to be a necessity, and in February 1892, the Secretary of State sanctioned the

appointment of a whole-time factory inspector for five years on a salary of Rs. 700 a month. His jurisdiction extended beyond Bengal, and included the North-Western Provinces and Oudh. At the same time, civil surgeons and certain other medical officers were appointed inspectors as well as certifying surgeons for the factories in the various parts of the province.

(2) In 1897 the post of inspector was, with the Secretary of State's sanction, made permanent and pensionable. In 1907 the pay was raised from Rs. 700

## APPENDIX IV. (continued).

to Rs. 800-50-050 per mensem, irrespective of the allowance of Rs. 250 a month which had been drawn since 1900 for services as vice-president and secretary of the Boiler Commission.

(3) In 1907 the Report of the Textile Factories Labour Committee revealed the existence of abuses owing to insufficient inspection and lax procedure. The Government of India addressed the Secretary of State on the subject of relieving the special inspector of factories in Bengal of inspection work in the United Provinces (as it had then become) and of appointing a separate inspector for those provinces. But as it was apparent that even then the work remaining in Bengal and Eastern Bengal and Assam would still be too heavy for the special inspector to perform efficiently, an assistant inspector was appointed temporarily for six months in February 1908, and the appointment was continued on a temporary basis till it was made permanent in July 1912. The separate inspector for the United Provinces was appointed in January 1909.

(4) As a result of the findings of the Indian Factory Labour Commission (1907-8) this Government in April 1909 proposed the creation of a permanent inspectorship in addition to the chief inspector. An application was made for the appointment of a third inspector in June 1911. Both additional posts were sanctioned in the Secretary of State's Despatch No. 37, dated the 26th April 1912. Similarly, for the work of certifying children, the appointment of a whole-time certifying surgeon had been sanctioned by the Government of India in July 1909 for one year. The salary allowed was Rs. 600 per mensem, and an officer of the military assistant surgeon class was selected for the post. His jurisdiction extended to the factories situated in the Barrackpore subdivision of the 24-Parganas district (with the exception of thana Dum-Dum). The period of the appointment has been extended annually, and the post has been ever since retained, an increase of Rs. 40 per mensem being granted each year. The area of the certifying surgeon's jurisdiction has also been extended by the addition of some important mills on the opposite bank of the Hooghly. A recommendation has recently been made to the Government of India that the appointment should now be made permanent.

(5) The existing staff, therefore, now consists of—

- One chief inspector.
- Two inspectors.
- One certifying surgeon.

The jurisdiction of the three inspectors extends over the Presidency of Bengal, the Province of Bihar and Orissa, and the Administration of Assam. District magistrates are also Inspectors *ex-officio*, and section 4 (4) of the Indian Factories Act, XII, of 1911, empowers Local Governments to appoint additional inspectors. The latter receive no payment for their duties under the Act. The intention is that local officers should be given the powers of an inspector only in outlying areas which the full-time inspectors cannot regularly reach, and that the district magistrate should ordinarily confine himself to seeing that the orders passed by the full-time inspector are duly observed. On the new Act coming into force, civil surgeons ceased to be *ex-officio* inspectors, but they, with other medical officers, have been reappointed as certifying surgeons in all areas outside the jurisdiction of the whole-time certifying surgeon. The rate of remuneration for the duties thus performed has not yet been finally decided.

*Conditions as to Recruitment, Training, and Probation.*

(6) The qualifications requisite for factory inspectors have been held by this Government to be (i) a good theoretical training in engineering, (ii) a thorough practical training in mechanical engineering, and (iii) some knowledge of sanitary science.

(7) The Senior or Chief Inspector, Mr. Walsh, was appointed in 1892. He was then acting as a district loco superintendent on the Eastern Bengal State

Railway, and had previously served on the Oudh and Rohilkhand Railway. He had also been employed on the Metropolitan and South Eastern Railways in England and the Manchester Ship Canal.

Mr. Walsh is at present on leave preparatory to retirement, and Mr. R. P. Adams, until recently Superintendent of Jail Manufactures, is acting for him. Before his appointment to the latter post Mr. Adams was an officer of the Factory Department. He possesses an extra first-class Board of Trade certificate, and after a thorough theoretical and practical training in England was employed for seven years with various steamship and engineering firms.

The second inspector possesses an extra first-class Board of Trade certificate, and had considerable theoretical and practical training at home and abroad. At the time of his appointment he was working with the British India Steam Navigation Company as a marine engineer.

The third inspector holds a first-class Board of Trade certificate. He had engineering experience with various steamship lines, and was then appointed as superintendent and engineer of the Opium Department Sawmills at Patna, from which post he was transferred to the Factory Department.

(8) No probation or special departmental training is undergone by inspectors.

(9) The certifying surgeon must be a medical man, and it is also deemed essential that he should be a European of active and energetic habits, with some experience of the country and a knowledge of the vernaculars. The present incumbent is a European belonging to the Military Assistant Surgeon Service.

*Conditions of Service in regard to Salary, Leave, and Pension.*

(10) The salary of the chief inspector has been fixed at Rs. 800-50-1,000, and that of the two assistant inspectors at Rs. 400-30-700. The chief inspector was admitted in 1907 (as a personal concession) to the benefits of the European service leave rules in Chapter XIII. of the Civil Service Regulations. In the absence of orders to the contrary, the two assistant inspectors must be held to come under the Indian service leave rules.

(11) As regards pension, the rules in the Civil Service Regulations relating to ordinary pensions apply in the case of all the inspectors.

(12) The present pay of the certifying surgeon is Rs. 680 per mensem, having risen by annual increments from the initial rate of Rs. 600. In proposing to make the post permanent, this Government has recommended a pay of Rs. 600-40-800.

The present incumbent, Lieutenant Gillmon, as a military officer in civil employ, is subject to the ordinary Indian service leave rules in the Civil Service Regulations. As regards pension, he is subject to the rules applicable to military assistant surgeons.

The post of vice-president and secretary to the Boiler Commission, which carries with it an allowance of Rs. 250 a month, is, under the orders of the Government of India, held by a member of the factory inspection staff.

*Employment of Non-Europeans, &c.*

(13) The question of the employments of Indians in the Factory Department was referred to this Government by the Government of India at the instance of the Secretary of State in 1912. The Secretary of State had suggested that posts of probationary factory inspectors might be created so as to admit of the training of Indians for the work of inspectors. In replying, this Government pointed out that the appointment of Indians as inspectors would almost inevitably lead to friction with the European staff of the mills, and that under present conditions they did not propose to train Indians for employment as inspectors.

## APPENDIX V.

## STATEMENT prepared by the GOVERNMENT OF BENGAL, relating to the FACTORY INSPECTION DEPARTMENT.

(1) The present regulations as to recruitment, training, and probation, and whether these regulations are satisfactory.—The facts relative to the Factory Department are set forth in the memorandum submitted to the Commission with Mr. Cumming's letter No. 1488 A—D, dated the 15th July 1913.

The existing regulations are satisfactory.

(2) The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the present rates of pay and allowances are satisfactory.

	Rs.
1890—No officer.	
1900—Chief inspector - - -	700
1913 { Chief inspector - - -	800-50-1,000
Assistant inspectors - - -	400-30-700

The duties of these officers are no less onerous than those performed by similar officers in Bombay. Five inspectors are engaged in Bombay in inspecting factories employing 237,344 operatives. The three Bengal officers inspect factories employing 346,700 operatives. These officers are all stationed in Calcutta, where living is expensive. A claim to equal treatment with Bombay is reasonable.

The pay should be raised to the rates prevailing in Bombay, viz. :—

	Rs.
Chief inspector - - -	1,000-50-1,250
Assistant inspectors - - -	400-30-900

Conveyance allowances should be allowed on a similar scale to assistant inspectors at Rs. 40 per mensem.

(3) The number of posts in each grade and the provision, if any, made in the cadre for leave and training :—

- 1 Chief inspector.
- 2 Assistant inspectors.

No provision exists for leave and training.

(4) What appointments outside the authorised cadre are held temporarily, or otherwise, by the officers of the various services?—None.

(5) Whether any addition is required to the present cadre.—Two additional inspectors are required. As has been stated above, the number of operatives in factories in Bengal is 346,700. These are employed in 364 factories, and the majority (211,200) are employed in 64 jute mills. The provisions of the new Factories Act necessitate an extremely complicated system of shifts, especially for women and children, and these complicated shifts add largely to the duties of inspectors, who have to satisfy themselves that the various classes of labour are working in accordance with the requirements of the Act. The number of inspectors required cannot be determined solely by the number of factories. Regard must be had to the kind of factories, the conditions of work and the number of persons employed. The daily average of children employed in the mills in Bengal is 320 as against 80 only in Bombay. Proper inspection cannot be obtained with three inspectors, and the staff must be strengthened in order to ensure that the provisions of the Act are enforced.

## APPENDIX VI.

## MEMORANDUM giving the CORPORATE OPINION of the FACTORY INSPECTION STAFF of BENGAL, BIHAR and ORISSA, and ASSAM.

(I.) Methods of recruitment.—We consider that it is desirable to select men of about 27 to 30 years of age, who, in addition to a liberal general education, have had a good theoretical and practical training in mechanical engineering, and after completing their apprenticeship have held responsible positions relating to their profession. We are also of opinion that, if possible, the appointments should be made in India by Local Governments; but if suitable candidates are not available in India, the Secretary of State be asked to make the selections at home. In either case it is essential that the men selected in India or in England should have received their professional training in the United Kingdom; and, considering the nature of the duties to be performed, that care should be exercised to secure men of tact, intelligence, and force of character. We would emphasise the necessity of restricting the field of recruitment to mechanical engineers who have had a sound practical experience.

One of the most important duties of a factory inspector is the investigation and prevention of accidents caused by machinery, and it is obvious that he must be qualified to correctly advise in a practical way the means that should be adopted to minimise the possibility of accidents. It necessarily follows that to do this he must have a thorough knowledge of all mechanical appliances, and his instructions must at all times be feasible and reasonable in order to efficiently carry out his duties and retain the respect of factory managers, the majority of whom are engineers or have the advice of trained engineers at their service.

(II.) Systems of training and probation.—We would recommend that factory inspectors should on appointment be on probation for one year in the province in which they are to be posted. Taking into consideration the fact that the men appointed are

presumably fully qualified, no special training appears to be necessary. During the year of probation, however, they should not be deputed to make independent inspections until they have been initiated by a senior inspector in the special conditions prevailing in the province.

In the case of men appointed in England, the first six months might be spent on probation in the United Kingdom with a view to acquiring experience in factory inspection work at home, and affording the Secretary of State an opportunity of ascertaining whether the candidate is suitable. In such cases probably a further probation of six months only in India would be sufficient, and the time spent in travelling to India might be included in the year of probation.

(III.) Conditions of service.—All three inspectors at present on the Bengal staff have received their education and training in the United Kingdom, and were appointed in India. The jurisdiction of each of these inspectors extends over Bengal, Bihar and Orissa, and Assam; but in view of the fact that out of 364 factories in these provinces, 235, including all the large textile factories, are situated in and around Calcutta within a radius of 25 miles, Calcutta has been fixed as the headquarters of all three inspectors. There are no rules regulating the conditions of service in this department, excepting those contained in Government of India despatch dated the 15th February 1912 to the Secretary of State.

(IV.) Conditions of salary.—In the reconstituted provinces of Bengal, Bihar and Orissa, and Assam the staff consists of one chief inspector on Rs. 800-50-1,000 and two inspectors on Rs. 400-30-700. Mr. Walsh, the chief inspector, now on leave and on the verge of retirement, also received an allowance of Rs. 250 for acting as vice-president and secretary to

## APPENDIX VI. (continued).

the Boiler Commission, but it has now been arranged that the additional work in that department will be done by one of the other inspectors, who will draw the allowance. This arrangement is convenient, as it was difficult for the chief inspector to control the office work of the two departments.

In the Bombay Presidency the staff consists of a chief inspector on a salary of Rs. 1,000-50-1,250 and four inspectors on Rs. 400-30-900. Two of the latter are stationed in Bombay City, and receive a conveyance allowance of Rs. 40 each. From this comparison it is obvious that the Bombay staff is being more liberally treated than the Bengal staff, and there appears to be no reason why this should be so, considering that three men in Bengal are responsible for the inspection of 364 factories employing 346,710 operatives, against five men in the Bombay Presidency responsible for the inspection of 603 factories employing only 237,314 operatives. Moreover the three inspectors in Bengal are living in Calcutta, whereas two of the inspectors of the Bombay Presidency have their headquarters at a Mufassal station, where living is much cheaper than at Calcutta or Bombay. We, therefore, suggest that the pay of the two grades in this province be increased and fixed at Rs. 500-40-900 and Rs. 950-50-1,250, the increments to be annual in both grades.

We have proposed a higher initial pay than that fixed by Government, because we have already suggested that the age of recruitment should be from 27 to 30 years, and it would be unreasonable to expect men of this age with the qualifications specified to be attracted by the lower rate of pay at present offered. We have increased the maximum of the lower grade to Rs. 900 (the maximum in the Bombay Presidency), because it is possible that some of the inspectors would have to remain in this grade for many years or perhaps throughout their service, and it would be specially hard for a married man to have to live continuously in Calcutta on a lower rate of pay, and at the same time to keep up the position of a gazetted officer. As Government has recognised that the inspectors should be able to maintain a position that will command the respect of managers of factories, and as their salary and prospects will materially affect their position, we would strongly urge that the inspectors of this province be put on at least an equal footing with the inspectors of the Bombay Presidency.

Moreover, the present maximum grade for inspectors in Bengal debars them, if not promoted before retirement to the post of chief inspector, from enjoying a privilege which all the other inspectors in India will enjoy, viz. the full pension of Rs. 5,000 a year after completion of full service. This in itself is a hardship, as the Bengal men have equal qualifications and are doing the same work under more trying conditions than most of the inspectors in other provinces.

Further we would respectfully point out that it has been recognised by Government that officers serving in Calcutta are due some compensation for the exorbitant rents demanded, and it was for this purpose that the Calcutta House Allowance Scheme was sanctioned. The Factory Department is not at present included amongst the departments receiving this allowance, and is one of the few departments which have been excluded. It is ordinarily considered that a Government officer should pay 10 per cent. of his salary as house rent, and this is the rate at which rent is charged for occupation of Government buildings in the Mufassal. In Calcutta, however, it is impossible to obtain even the smallest of flats at a lower rental than Rs. 200 a month, which is obviously far in excess of 10 per cent. of the maximum pay of the inspectors. We therefore beg that this department should be brought into line with other departments in this respect.

(V.) Conditions of leave.—As all the men appointed to the service in this province have been born, educated, and trained in the United Kingdom, we would urge that we be allowed to come under the European leave rules.

Mr. Walsh, the chief inspector, now on leave and on the verge of retirement, has had the privilege of

coming under the European leave rules; but as the remaining inspectors have not yet had occasion to avail themselves of furlough, sick leave, &c., the question as to what leave rules apply to this department has not yet arisen. We would draw special attention to the fact that a man 30 years of age when appointed to the department would have to wait until he was 40 years of age before he could avail himself of long leave under the Indian leave rules. It should also be taken into consideration that all the inspectors have their homes in England, and that their entire active service is spent in the plains of Bengal, and that their duties entail daily travelling at irregular hours throughout the hottest months and the rainy season.

It is generally recognised that it is imperative that an officer should at least be able to go home every three or four years; and in the large mercantile houses in Calcutta it is almost generally insisted on that European employees should go home after such intervals, it being recognised that better work can be obtained from thoroughly healthy men, than from those suffering from the inevitable inertia and nerves caused by the Indian climate. It is obviously to the advantage of both Government and their officials that the leave rules should be as generous as possible. We, therefore, hope that a department wholly recruited from the United Kingdom will not be debarred from the privileges of the more generous European service leave rules.

We would also raise the question of study leave. It was suggested by the Factory Labour Commission that men appointed to the department, or already in the department, should be afforded an opportunity of studying the methods of factory inspection in vogue in the United Kingdom, and we would urge the advantage to Government of giving inspectors facilities for visiting factories in England and acquainting themselves with up-to-date methods.

(VI.) Conditions of pension.—Taking into consideration the age at which it is proposed men should be appointed and the conditions of service, entailing duty throughout the year in the plains, we feel justified in urging that the period of compulsory service should be reduced to 25 years, and the period of qualification for full pension on medical certificate to 20 years. In some departments it has already been recognised that these periods indicate the limit to which it can be expected that officers can give continuous work of the highest standard; and it is the universal prayer of the remaining services to be included within this limit, as they realise that, after these periods of service, they will be merely filling in the years to qualify for pension under the existing rules, although quite prepared to give way to younger men if permitted to do so.

(VII.) Such limitations as may exist in the employment of non-Europeans.—At present there are no limitations in the employment of non-Europeans, but in Bengal, where 300 (including all the more important factories) out of a total of 364 factories are entirely under the control of Europeans, we do not think it would be judicious to employ non-Europeans as inspectors. The employment of non-European inspectors might, however, be feasible in those provinces in which a large number of factories are owned and controlled by non-Europeans.

(VIII.) Relations of the service with the Indian Civil service and other services.—The Factory Department is immediately subordinate to the Secretary to Government in the general department, and inspectors, when on tour, to the magistrate of the district in which they may be touring. We consider this satisfactory. We are also of opinion that the recruitment of the chief inspector of factories from the factory department staff cannot reasonably be questioned.

(IX.) Any other points not covered by the preceding heads.—Motor cars are now used by all the inspectors for most of the inspection work in and around Calcutta. It has been recognised that the work cannot be efficiently done by the present staff

## APPENDIX VI. (continued).

without cars, and Government has in each case advanced a fair proportion of the purchase price. The continual use of these cars for Government work has shown that the ordinary travelling allowance is not sufficient to cover the cost of running expenses, depreciation, &c., and the factory inspectors have applied to Government for an allowance in addition to the

ordinary travelling allowances. In the application it has been clearly shown that it is not only essential to have cars for the efficient carrying out of the inspection work, but that the use of cars by inspectors effects a real saving to Government. This matter is at present under consideration, and has not yet been finally settled.

## APPENDIX VII.

STATEMENT prepared by the GOVERNMENT OF BENGAL regarding the BOILER INSPECTION DEPARTMENT.

1. The present regulations as to recruitment, training and probation, and whether these regulations are satisfactory.—There are no specific regulations for recruitment, training and probation. Inspectors are recruited principally from the mercantile marine and are required to possess a first-class Board of Trade certificate. It is found that engineers with the foregoing qualification have the requisite training for boiler inspection work on land, and after six months' probation they are found to be well qualified for the work of the Commission. This is explained by the fact that the training, both practical and theoretical, necessary to secure a first-class Board of Trade certificate of competency is of a very thorough nature and requires the candidate to be well versed in all branches of mechanical engineering.

This system of recruitment of boiler inspectors has been found satisfactory.

2. Rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the present rates of pay and allowances are satisfactory.—The rates of pay are at present and have been since 1890 up to the present time :—

	Rs.
Two inspectors, 1st grade	- 400-10-450
Four " 2nd "	- 350-10-400

The Boiler Commission has represented that these rates of pay are insufficient and this representation is now under the consideration of the Government of Bengal.

3. The number of posts in each grade, and the provisions, if any, made in the cadre for leave and training.—There are, at present, four posts in the lower grade of Rs. 350-10-400 and two in the higher grade of Rs. 400-10-450. No provision has been made for leave and training.

4. What appointments, outside the authorised cadre, are held temporarily, or otherwise by the officers of the various services.—None. The appointment of the vice-president and secretary to the Boiler Commission, who supervises the work of the boiler inspectors, is held by an inspector of factories.

5. Whether any addition is required to the present cadre.—Yes. One more inspector is necessary to allow of inspectors to take leave in rotation and to enable them to carry out the extra work thrown on the inspectors by the addition of several districts to the list of those districts under the jurisdiction of the Commission. The question of appointing one is under consideration.

## APPENDIX VIII.

MEMORANDUM of the SERVICE of BOILER INSPECTORS in BENGAL, being the CORPORATE OPINION of the BOILER INSPECTORS in BENGAL.

(I.) Method of recruitment.—The Commissioners generally appoint men who are in possession of first-class Board of Trade certificate and have acquired some practical experience about inspecting and repairing boilers while in the service of the mercantile marine. Candidates must possess both mechanical and mathematical training so as to be able to calculate strains and stresses of the various parts of a boiler.

(II.) System of training and probation.—The training which is attained while in the marine service and what is acquired in some well known workshop where practical training is given for five years before one is considered eligible for marine service.

(III.) Condition of service.—No special condition is imposed or guaranteed at the time of employment except that the candidates should be regular and punctual in their work and qualified to inspect boilers and suggest repairs necessary according to rules and regulations laid down for their guidance.

(IV.) Condition of salary.—Appointed on Rs. 350-10-400, and promoted in the event of vacancy to the higher grade of Rs. 400-10-450. There are two appointments of boiler inspectors on Rs. 400-10-450 and four on Rs. 350-10-400 per month. Each inspector draws conveyance allowance of Rs. 50 per month when doing duty in and around Calcutta or Rs. 100 per month as deputation allowance when on duty in the Mufussal stations and colliery districts. Considering the arduous nature of the work and the

great responsibility attached to a conscientious discharge of the duties coupled with the fact of the present cost of living being very high the salary is decidedly inadequate, which is amply proved by the fact that the inspectors are unable to avail themselves of any leave, not to say anything of their being unable to put by anything for future contingencies. It is, therefore, proposed that the salary of the inspectors may be modified as follows :—

	Rs.
First grade	- 350-30-500
Second grade	- 500-30-650

(V.) Condition of leave.—The same as prescribed in the Civil Service Regulations under Indian rules. From the nature of the work they have to perform the inspectors get none of the gazetted holidays and not infrequently they have even to inspect on Sundays. It would, therefore, be fair if special orders were passed granting the boiler inspectors two months' privilege leave in a year instead of one month as at present, and allowed to accumulate for three years.

(VI.) Condition of pension.—The same as prescribed in the Civil Service Rules.

(VII.) Such limitation as may exist in the employment of non-Europeans and the working of the existing system of division of services into Imperial and Provincial.—No limitations exist. The candidate must be qualified for the service.

## APPENDIX IX.

### EXPLANATORY MEMORANDUM of the BOILER INSPECTION SERVICE, being the OFFICIAL OPINION of BOILER COMMISSIONERS.

In 1864 a boiler attached to the ice factory of the Great Eastern Hotel exploded, resulting in the loss of several lives. This accident led to an inquiry which ended in the passing of Act VI of 1864 relating to the inspection of steam boilers and prime movers in Bengal. In about 1874 the secretary of the boiler office, while passing the Strand Road noticed some boilers working in the hydraulic engine house of the Port Commissioners without having the certificates required by the Act. He represented the matter to the then vice-chairman of the Port Commissioners, who reported the Secretary to the Commissioner of Police for undue interference with the Port Commissioners' work, resulting in the secretary being called upon to appear before the chief engineer of the Government Dockyard, who after inquiring of his qualifications reported on him favourably, but remarked that he should be under the control of a Commission. This incident led to the appointment and formation of the Bengal Boiler Commission on or about the year 1874. This Act was subsequently amended in 1875, and both these Acts were repealed by Act III. (B.C.) of 1879, which is still in force.

The Boiler Commission as now constituted consists of :—

Commissioner of Police,		
Calcutta	-	President.
Chief Inspector of Factories	-	Vice-President and
		Secretary.
Inspector of Factories	- 1	
First Engineer and S.S.	- 1	Members.
Chamber's nominees	- 3	

When the work of inspection of boilers was first started, it was limited to a radius of five miles from Calcutta which was afterwards extended to 30 miles.

The number of boilers under inspection :—

In Calcutta and environs	-	1,717
In Mufassal	-	2,416
Total	-	4,133

When the Act was passed the inspection work was carried on by one inspector. As the operation of the Act was extended and the work increased further appointments were made until at the present time we

have six inspectors who have to inspect 4,133 steam boilers each year. The recent extensions to some scattered districts of East Bengal has entailed a considerable amount of extra work out of all proportion to the number of boilers inspected, and the Commissioners consider that another inspector must be appointed in the near future to cope with the increased work and keep up the high standard of efficiency now attained.

The Act was extended to the various districts as follows :—

<i>Extensions.</i>		
To Ranigunj subdivision	of	
Burdwan districts	-	September 1888.
„ Sonthal Paraganas	-	February 1890.
„ Bhagalpore Municipality	-	„ 1894.
„ Dacca and Narayanganj	-	June 1897.
„ Patna district	-	January 1902.
„ Shahabad	-	June 1908.
„ Monghyr	-	August 1908.
„ Pusa Estate	-	September 1908.
„ Singbhum	-	August 1909.
„ Gaya	-	May 1910.
„ Murshidabad	-	February 1911.
„ Chandpur	-	August 1912.
„ Nadia and Palma	-	January 1913.

The following explosions have occurred in Bengal since the passing of the Boiler Act :—

*Explosions.*

January 1893, 13 men killed, including owner. In Ramtonoo Boses' Lane, Calcutta.

March 1905, three women killed. This boiler had no certificate for four years. Manager prosecuted and fined. In Bhalgora Colliery.

September 1906. A tube of a water tube boiler burst, severely scalding four of the boiler house staff. In Calcutta Electric Supply Corporation, Princep Street.

20th November, 1907. A vertical boiler exploded. Jessop and Company's Workshop, Garden Reach.

January 1911, resulting in serious loss of lives. This accident led to the extension to Murshidabad. Gadi Silk Filatures.

## APPENDIX X.

### MEMORANDUM prepared by the GOVERNMENT OF BURMA relating to the FACTORY INSPECTION DEPARTMENT, BURMA.

The Factory Inspection Department consists of one inspector alone, who has recently been recruited from England by the Secretary of State and is still on probation for one year. Previous to this officer's appointment, the district magistrate was *ex-officio* factory inspector for his district. The factory inspector is a whole-time officer, who is not permitted to engage in any other trade, business, or occupation. He is required to pass an examination in Hindustani within two years of the date of his arrival. His salary is fixed at Rs. 490-30-1,000 per mensem *plus* a Burma allowance of Rs. 100 per mensem, subject to the condition that the continuance of this allowance will depend on any decision that may in future be arrived at on the question of Burma allowances in general. He receives no house allowance or exchange compensation allowance, but draws travelling allowance as an officer of the 1st class. His leave allowances and pension are

regulated according to the rules in the Civil Service Regulations.

He is under the direct orders of the Local Government and is not subordinate to the district magistrate. He calls on the district magistrate whenever he is in the same station and keeps him advised of all matters of interest concerned with the factory administration of the district. All correspondence between him and the district magistrate is conducted direct and not through the divisional commissioner. Save in exceptional cases regarding which separate orders may be issued by the Local Government, he is entirely responsible for the administration of the Factories Act in every district of the province. He issues all necessary orders to factory managers and confirms or modifies, as he thinks fit, all provisional orders issued by district magistrates prior to his inspection.

## APPENDIX XI.

MEMORANDUM prepared by the GOVERNMENT OF BUENA relating to the BOILER INSPECTION DEPARTMENT, with Supplementary Memorandum.

The Burma Boiler Commission was formed on the 1st April 1906 to undertake the supervision of the inspectors appointed under the Burma Steam-boilers and Prime-movers Act, and the administration of the Burma Steam-boiler Inspection Fund, which is an excluded local fund.

The Boiler Commission consists of the Deputy Commissioner, Rangoon Town, the Superintending Engineer and Shipwright Surveyor and two other Commissioners appointed by name from time to time by the Local Government. The Deputy Commissioner, Rangoon Town, is *ex officio* Chairman, and the Superintending Engineer and Shipwright Surveyor *ex-officio* Secretary of the Commission.

The Commissioners, other than the secretary, receive a fee of Rs. 40 each for attending each meeting of the Commission at which a quorum is present and business transacted. The charge is debitable to the Boiler Inspection Fund.

The superintending engineer and shipwright surveyor receives an allowance of Rs. 150 per mensem debitable to the boiler inspection fund for performing the duties of secretary and certain other duties connected with the working of the Burma Steam-boilers and Prime-movers Act.

The inspectors of steam-boilers and prime-movers are selected by advertisement from the class of trained mechanical engineers holding first-class Board of Trade certificates of competency.

There are four inspectors in Burma—one on Rs. 400–10–450 per mensem with a Burma allowance of Rs. 50 per mensem, and three on Rs. 350–10–400 per mensem each, with a similar Burma allowance. They are classed as officers of the second class for travelling allowance purposes. They are granted a

conveyance allowance, at the rate of Rs. 2 a day when on duty in Rangoon. They are also granted an allowance of Rs. 100 per mensem while on tour five miles or more out of headquarters (Rangoon) in addition to the ordinary travelling allowance at second class rates. The pay and allowances of inspectors are debitable to the Boiler Inspection Fund. They are allowed to retain half of the special fee of Rs. 50 for inspections made at the owner's request on Sundays and gazetted holidays.

They are entitled to rewards of Rs. 250 and Rs. 500, payable from the Boiler Inspection Fund, for passing the Government departmental examination in Burmese by the lower and higher standards respectively. Their leave allowances are regulated according to rules in the Civil Service Regulations, and their service has been declared to be pensionable.

## SUPPLEMENTARY MEMORANDUM on above.

The pay and allowances of the inspectors have recently been revised. With effect from the 1st December 1913, the inspectors will receive pay at the rate of Rs. 450–10–600 per mensem. The present inspectors will be granted increments in advance of the due date at the rate of one increment for each year of service rendered. The Burma allowance of Rs. 50 per mensem and the allowance of Rs. 100 per mensem granted to the inspectors while on tour five miles or more from Rangoon will cease with effect from the same date.

The inspectors will in future be classed as first class officers for the purposes of travelling allowance. They have also been admitted to the benefit of the European services leave rules.

## APPENDIX XII.

MEMORANDUM prepared by the GOVERNMENT OF MADRAS relating to the FACTORY INSPECTION DEPARTMENT.

The factory inspection staff, which consists of an inspector of factories on a pay of Rs. 400–30–1,000 with an establishment costing Rs. 171–8–0 per mensem, was constituted as a separate service with the introduction of the new Factories Act, 1911 (XII. of 1911), in July 1912. The inspection of factories had till then been conducted by "special inspectors" and "medical inspectors" appointed by notification under section 3 of the Indian Factories Act, XV. of 1881. In the Mufassal, assistant and sub-divisional magistrates, district medical, and sanitary officers and specified civil surgeons, respectively, held these appointments *ex-officio*, with the district magistrate as the controlling officer; while in Madras City the inspector of steam-boilers and prime-movers and the personal assistant to the surgeon-general, respectively, were *ex-officio* special and medical inspectors, the sanitary engineer to the Government of Madras being the controlling officer. Railway factories were, however, specially treated, save as regards medical inspection, the Deputy Consulting Engineer for Railways being originally the *ex-officio* special inspector under the supervision of the Consulting Engineer for Railways. After the abolition of these two railway appointments in 1908 the work of inspection fell to the junior and the senior Government inspectors of railways.

1. Medical officers were allowed fees for each inspection at the rate of Rs. 32 for factories employing 200 or more persons, and Rs. 16 for those employing less than 200 persons, subject, however, to a maximum of Rs. 2,400 per annum.

The inspector of steam-boilers and prime-movers, whose pay was Rs. 500–40–700, drew a conveyance

allowance of Rs. 50 per mensem in his capacity of factory inspector for Madras City.

2. The Factory Labour Commission sitting in 1907–8 recommended the abolition of inspection by medical officers and other *ex-officio* inspectors, urging that such inspection was a mere formality leading to the issue of conflicting orders. The Commission pressed for the appointment of a full-time inspector for this Presidency and suggested that the salary should commence from Rs. 400 a month or upwards (the initial salary being fixed in each case with reference to the inspector's qualifications) and should rise by annual increments of Rs. 30 to Rs. 1,000. The Madras Government generally accepted these recommendations and they were sanctioned by the Secretary of State in 1912.

3. In pursuance of this sanction, Mr. H. T. Walters, who had been Inspector of Steam-boilers and Prime-movers and Inspector of Factories for Madras City since 1900, was appointed by this Government to the post of full-time inspector, the inspector being declared officially subordinate to the Board of Revenue (Separate Revenue). Under the rules framed by this Government the full-time inspector is primarily responsible for the administration of the Act throughout the Presidency. He is required to inspect every factory, other than a seasonal factory, once in every half-year and every seasonal factory at least once during each season of work. The Commissioner of Police has been appointed an additional inspector within the limits of Madras City, but his powers and duties, like those of district magistrates, who are *ex-officio* inspectors under the Act, are mainly confined to



## APPENDIX XII. (continued).

seeing whether the orders of the full-time inspector have been duly carried out.

4. In his newly-created appointment, in accordance with the rule laid down in Article 157A of the Civil Service Regulations, Mr. H. T. Walters began by drawing Rs. 700 per mensem, the pay last drawn by him as Inspector of Steam-boilers and Prime-movers, but his total emoluments were in fact reduced by the withdrawal of the conveyance allowance of Rs. 50 which he had been receiving in his former appointment. In view of the facts that his new appointment has added considerably to his responsibilities, and that he will be debarred by age (he is now 49 years old) from attaining the maximum pay, the Government considered that he should not suffer pecuniarily by the change and passed orders restoring the conveyance allowance. Owing to an account objection the payment of the allowance has been withheld pending the orders of the Government of India.

5. With the appointment of the full-time inspector, medical inspection of factories has ceased. Those

medical officers, however, who have been appointed certifying surgeons under the Act, are allowed a fee of Rs. 4 for every certificate granted by them. This fee which, under the old Act, was paid by factory owners is now paid by the Government.

6. No special qualifications have been prescribed for the post of Inspector of Factories, which is attached to the provincial service, nor is the appointment of a non-European to the post prohibited. The rules regulating leave, allowance and pension are those which govern the Indian services. The relations between the Inspector of Factories and the Indian Civil Service and other services are those created by the fact that he is an officer subordinate to the Board of Revenue (Separate Revenue) and that district magistrates as *ex-officio* inspectors and the Commissioner of Police, Madras, as an additional inspector appointed under subsection 4 of section 4 of the Act, are expected to assist the full-time inspector in administering the Act. These relations have so far been satisfactory.

## APPENDIX XIII.

## MEMORANDUM prepared by the GOVERNMENT OF MADRAS relating to the BOILER INSPECTION DEPARTMENT.

1. The present regulations as to recruitment, training and probation, and whether these regulations are satisfactory.—There are no regulations at present for recruitment, training, and probation. This staff is recruited from men who have sufficient practical experience and knowledge of the technical work required from them.

2. The rates of pay and allowances in force in 1890 and 1900 and at the present time; and whether the present rates of pay and allowances are satisfactory.

	1890. Rs.	1900. Rs.	1913. Rs.
Senior inspector -	250	500	500-40-700
Second inspector -	—	—	350-20-450
Third inspector -	—	—	300-10-350

The rates of pay are considered satisfactory at present. There are no allowances except travelling allowances which are regulated by the Civil Service Regulations.

3. The number of posts in each grade and the provision, if any, made in the cadre for leave and training.—There is one post at present in each grade and no provision is made for leave and training. In leave vacancy an extra man is temporarily engaged.

4. What appointments outside the authorised cadre are held temporarily or otherwise by officers of that service.—Nil.

5. Whether any addition is required to the present cadre.—No addition is required at present. When the number of boilers to be inspected increases to that point when three inspectors cannot overtake the work the question of engaging a fourth inspector will have to be considered.

## APPENDIX XIV.

## MEMORANDUM prepared by the GOVERNMENT OF BOMBAY relating to the FACTORY and COTTON EXCISE DEPARTMENT.

1. Recruitment, training, and probation.—The selection of officers for the post of factory inspectors has not been carried out on any hard and fast lines. The officers appointed before 1894 were men who had acquired experience as factory inspectors in England. The officers selected thereafter were men who were already in India and had practical experience either in factories or in business in India. Owing to the recommendations of the Factory Labour Committee of 1906 and of the Indian Factory Labour Commission of 1908 that officers appointed as inspectors should have some experience of the inspection of factories as carried out in England after, if not before, appointment, the later tendency has been to select officers in England. The two inspectors last appointed were recruited in England; one of these had some previous experience in India as a weaving master and the other had a good training as an engineer. The other factory inspectors now serving were appointed in India.

The appointments are usually probationary for one year and subject to the officer passing a conversational test in Hindustani. On appointment a new inspector is usually attached to a more experienced inspector for a short time so that he may get some training under the new conditions.

Generally speaking the recruitment in the past has proved satisfactory, but, in view of the increased responsibilities devolving under the new Act on factory Inspectors and the increasing tendency to assimilate

factory legislation in India to that existing in England, it is very desirable that in future recruits should possess some experience of factory inspection work in that country.

2. Rates of pay and allowances, the number of appointments in each grade, &c.—The rates of pay and allowances in force in 1895,\* 1900, and on the 1st April 1913, respectively, are shown in the attached statement, which also shows the number of appointments in the grades. No provision is made in the cadre for leave or training.

3. Appointments held outside the authorised cadre by officers of the department.—No appointments outside the authorised cadre are held by officers of the Factory Inspection Department.

4. Whether any addition is required to the present cadre.—The present staff, though recently strengthened, is still scarcely equal to the demand on their work and the time of another inspector could be fully utilised in addition to the provision of one more inspector to allow of the taking of leave without dislocation of work.

The checking of factory-returns under the Cotton Duties Act adds considerably to the duties of the factory inspectors.

\* There was no regular constitution or establishment before 1895 and hence this year has been taken for comparison.

## APPENDIX XIV. (continued).

STATEMENT showing the NUMBER of POSTS in each GRADE, ALLOWANCES DRAWN, &c., for the FACTORY AND COTTON EXCISE DEPARTMENT.

Year.	No. of Appointments.	Name of Appointment.	Pay.	Whether any Bombay or House Allowance drawn.	Travelling Allowance drawn at Rates (whether as Admissible to Officers of First or Second Class as defined in the Civil Service Regulations).	Conveyance Allowance drawn.	Remarks.
			Rs.	Rs.		Rs.	
1st April 1894	1	Assistant Collector§ and Chief Inspector of Factories.	700	*100	†—	50	* Local allowance.
	1	Presidency Inspector of Factories.	450-30-600	Nil	First class	Nil	† Chief Inspector's duties lay in making inspections in Bombay.
	1	First Inspector of Factories.	400-20-500	Do.	Second class	30	For comparison year, 1895 is taken as prior to that there was no regular constitution or establishment.
	1	Second Inspector of Factories.	300-20-400	Do.	Do.	30	
	4						
1st April 1900	1	Assistant Collector§ and Chief Inspector of Factories.	700	*100	—	50	* Local allowance.
	1	Presidency Inspector of Factories.	450-30-600	Nil	First class	Nil	
	1	First Inspector of Factories.	400-20-500	Do.	Second class	30	
	1	Second Inspector of Factories.	300-20-400	Do.	Do.	30	
	4						
1st April 1913	1	Chief Inspector of Factories.	1,000-50-1,250	Nil	First class	Nil	
	4	Inspectors of Factories.	400-30-900 each.	Do.	First class each	—	Out of these four inspectors such as may be stationed in Bombay are entitled to a conveyance allowance of Rs. 40 per mensem each.
	5						

§ Belonged to the Indian Civil Service and performed other duties besides those of Chief Inspector of Factories. Up to 1905-6 pay was debited to "A—Customs—Factory Excise."

## APPENDIX XV.

MEMORANDUM prepared by the GOVERNMENT of BOMBAY relating to the BOILER INSPECTION DEPARTMENT.

1. Recruitment, Training, and Probation.—No rules have been laid down for the appointment of inspectors, but in practice they are appointed by selection from among the applicants (applications being generally invited by advertisement) who possess a Board of Trade certificate or a first-class engineering certificate in India, who have had practical experience of the management of land and marine boilers and whose certificates of general character are entirely satisfactory. Recommendations are made to Government by the Collector of Bombay. As it is necessary that the inspectors should have experience, the account rule debarring persons from joining the public service after the age of 25 has been relaxed in their case. They receive no special training before commencing their work, but an inspector when first appointed is

usually stationed in Bombay so that his work is under the direct supervision of the Chief Inspector. The term of probation is usually one year and the inspectors are required to pass a colloquial test in Hindustani within two years of the date of their first appointment.

2. Rates of Pay and Allowances, the Number of Appointments in each Grade, &c.—The rates of pay and allowances in force in 1890, 1900, and on the 1st April 1913, respectively, are given in the attached Statement which also shows the number of appointments in each grade. No provision is made in the cadre for leave or training.

3. Appointments held outside the authorised Cadre by Officers of the Department.—No appointments outside the authorised cadre are held by officers of this department.

## APPENDIX XV.. (continued).

STATEMENT showing the NUMBER of POSTS in each GRADE, ALLOWANCES DRAWN, &amp;c., for the STEAM BOILER DEPARTMENT.

Year.	No. of Appointment.	Name of Appointment.	Pay.	Travelling Allowance drawn at Rates (whether as Admissible to Officers of First or Second Class as defined in the Civil Service Regulations).	Conveyance Allowance drawn.	Remarks.
1st April 1890	1	Senior Inspector of Steam Boilers.	Rs. 650	*First class	+Rs. 50 per mensem.	*For occasional visits to the mofussil to supervise his junior inspector's work.
	1	Junior Inspector of Steam Boilers.	300-10-350	Second class	Nil - - -	+Senior Inspector's duties chiefly lay in making inspections in Bombay Town.
	2					Junior Inspector's duties chiefly lay in making inspections in the mofussil.
1st April 1900	1	Senior Inspector of Steam Boilers.	650	First class	Rs. 50 per mensem.	
	1	Second Inspector of Steam Boilers.	350-10-400	Second class	Entitled to actual conveyance expenses only when assisting the Senior Inspector in Bombay inspections.	
	1	Third Inspector of Steam Boilers.	300-10-350	Do.		
	1	Fourth Inspector of Steam Boilers.	250-10-300	Do.		
	4					
1st April 1913	1	Chief Inspector of Steam Boilers.	1,000-100-1,500	First class	—	
	1	First Inspector of Steam Boilers.	500-10-600	Do.	Of these such of the two Inspectors as may be stationed in Bombay are allowed Rs. 50 each per mensem as fixed conveyance allowance.	The Chief Inspector as well as the other Junior Inspectors, except the two in receipt of fixed conveyance allowance draw actual conveyance expenses while doing Bombay inspections.
	6	Junior Inspectors of Steam Boilers.	300-10-500 each	Second class		
	8			each.		

N.B.—In the year 1896 the officers have been exempted from the operation of section 1159 (present edition 1056) of the Civil Service Regulations which prevented them from drawing halting allowance for more than 10 days of a halt at one place.

## APPENDIX XVI.

MEMORANDUM prepared by the ADMINISTRATION of the CENTRAL PROVINCES and BERAR relating to the FACTORY and BOILER INSPECTION DEPARTMENTS.

1. Recruitment, Training, and Probation.—In the Central Provinces and Berar the duties of boiler and factory inspection are combined. The present organisation of the Department dates from 1907. The appointment of junior inspector was given to an officer who had previously performed the duties of inspector of factories and steam boilers in Berar. For the appointment of senior inspector the Administration selected from a large number of applicants an officer who was previously an inspector of boilers under the Bombay Government. Prior to 1907 the work of factory inspection in the Central Provinces was entrusted to the Presidency Inspector of Factories, Bombay.

2. Rates of Pay.—The present rates of pay are—  
 Post. Pay per mensem.  
 Rs.  
 Senior inspector - - - 400-20-600  
 Junior inspector - - - 300-20-400

In 1900 the inspector of factories and steam boilers in Berar was on a rate of pay of Rs. 250-20-350 per mensem.

3. Number of Posts and provision for Leave and Training.—There are only the two posts of junior and senior inspector. In the absence on leave of either inspector, the combined duties are performed by the remaining officer.

## APPENDIX XVI. (continued).

4. Appointments outside the authorised Cadre.—None.

5. Additions to the Cadre.—The necessity of increasing or altering the staff employed for the inspection of factories was discussed by the Chief Commissioner, on a reference from the Government of India, in 1909. As the Factory Commission had no serious criticism to offer to the existing arrangements, the Chief Commissioner, although not entirely satisfied with these arrangements, did not consider that the question of remodelling the staff could be taken up at present. The Government of India agreed with this recommendation, but suggested that the appointment

of an inspector of superior status should be considered as soon as an opportunity offered. No proposals in this direction have yet been formulated, but it will be desirable to revise the whole arrangements and raise the pay of the appointments so as to secure candidates of better training as soon as the present incumbent retires.

In order to do this the scale of pay should be raised to the following:—

	Post.	Pay per mensem. Rs.
Junior inspector	-	400-30-700
Senior inspector	-	700-30-1,000

## APPENDIX XVII.

## PAPERS relating to the RE-ORGANISATION of the FACTORY INSPECTION STAFF in INDIA.

(i) *Despatch from the Government of India, No. 38, dated the 15th February 1912, to His Majesty's Secretary of State for India.*

We have the honour to address your Lordship on the subject of the re-organisation of the factory inspection staff in India.

2. In paragraph 107 of their report the Factory Commission expressed the opinion that except at a few centres the existing system of factory inspection had proved a failure; and that this was due to the fact that a sufficient number of full time inspectors had not been appointed and that too much reliance had been placed on *ex-officio* inspectors, who had neither the time nor the special knowledge necessary for the work. The Commission recommended that the periodical inspection of factories by district magistrates, civil surgeons, and other *ex-officio* inspectors should be abandoned and that the staff of whole-time inspectors should be increased to a strength sufficient to cope with the work of inspecting all the factories in India. They submitted proposals as to the number of inspectors who should be appointed in the different provinces, the qualifications which they should possess, and the salaries which should be granted to them.

3. In July 1908, the views of local governments and administrations were invited on the recommendations made by the Commission and the hope was then expressed that in any province, where the Commission's report showed that serious abuses prevailed, no time would be lost in strengthening the inspection staff temporarily until the number of officers required to secure compliance with the law could be finally determined. The result of this communication, was that a separate inspector was appointed temporarily in the United Provinces, where the work of factory inspection had previously been carried on by the special inspector of factories in Bengal, and an additional inspector was also appointed temporarily both in Bombay and in Bengal. These inspectors will remain on a temporary basis until the question of the permanent staff, on which we are now addressing your Lordship, is decided.

4. From the enclosed copies of the replies received, it will be seen that several local governments have concurred generally with the opinion of the Commission on the subject of inspections; but objections have been raised by some to the entire abolition of *ex-officio* inspectors. We are in general accord with the recommendations of the Commission on this subject, and have instructed local governments to give these recommendations as full a trial as possible. Under the new Factories Act the district magistrate is retained as an inspector, and the local government is given power to appoint such public officers as it thinks fit to be additional inspectors. But it is contemplated that local officers will only be given the powers of an inspector in outlying areas which the full-time inspectors cannot regularly reach, and the district magistrate will ordinarily confine his inspections to seeing that the orders passed by the full-time inspector are duly observed. Similarly, with regard to inspections

by civil surgeons, we consider that with the appointment of qualified full-time inspectors in the different provinces the supervision of sanitary matters may, in accordance with the recommendation of the Commission, be left to them. We would invite your Lordship's attention to paragraphs 3 to 6 of our circular letter to local governments, No. 4086-4095, dated the 1st June 1911, in which the question of *ex-officio* inspectors has been dealt with at some length. A copy of this letter was forwarded to your Lordship with our despatch No. 55 (Factories), dated the 19th October 1911.

5. The discontinuance of inspection by *ex-officio* inspectors and the increased responsibilities in connection with the regulation of factory labour, which the new Factories Act creates, necessarily involve the extended employment of full-time inspectors in the various provinces, and we think that this course is essential, if the law is to be effectively administered. We attach a statement (Statement A) showing the present number of inspectors in the different provinces, the number proposed by the various local governments, and the salaries which the latter recommend. It will be observed from this statement that it is proposed to appoint new inspectors in all the provinces except the United Provinces and the Central Provinces; and that it is only in Bombay and the presidency of Bengal that the number of inspectors recommended by the local governments exceeds that suggested by the Factory Commission.

6. The Governments of Bengal and Eastern Bengal and Assam have recommended three inspectors instead of two as proposed by the Commission. We are of opinion that three inspectors represent the minimum staff required to ensure the satisfactory administration of the Act in North-East India. It was in Calcutta that the Factory Commission found that abuses were most prevalent and it is in our opinion in the jute mills, where the shift system is in force, that the need of efficient inspection to ensure compliance with the Act is the greatest. We support the recommendation of the local governments for the appointment of a chief inspector and two subordinate inspectors.

The administrative changes recently announced will not in our opinion necessitate any modification in the number of inspectors proposed. According to our latest figures the province of Bihar and Orissa will contain only 28 factories under the Act and Assam only 18, while in the presidency of Bengal there will be 328. It is clear that there will not be sufficient work for a whole-time inspector in either of the first-named provinces. Inspections in these provinces can be satisfactorily carried out by the staff now recommended for Bengal.

7. The Government of Bombay have recommended five inspectors including one full-time chief inspector. The Factory Commission suggested four inspectors in all for the Bombay Presidency, and apparently contemplated the continuance of the existing arrangement under which a member of the Indian Civil Service, who is also assistant collector of Bombay, supervises and controls the work of the full-time inspectors under

## APPENDIX XVII. (continued).

the designation of chief inspector. When communicating their views on the report of the Factory Commission, the Bombay Government expressed the opinion that in view of the rapid increase in the number of factories in the presidency, and the growing complexity of factory questions, the existing system of appointing a chief inspector from the junior ranks of the Civil Service is no longer suitable, and that the chief inspector should in future be an officer with technical training recruited outside the Civil Service, either in England or from the staff of factory inspectors in India. In this manner the local government hoped to secure the services of an expert and also greater permanence in the tenure of the appointment than has hitherto been found possible. We entirely agree with the views expressed by the Government of Bombay in this matter, and consider that the staff of inspectors proposed by them is reasonable.

8. At present there are no full-time inspectors of factories in Burma, the Punjab, and Madras, while in the United Provinces an inspector was engaged temporarily in January 1909. In each of these provinces the local government proposes to appoint one full-time inspector, as suggested by the Factory Commission. The necessity for the appointments requires no demonstration, and the recommendations of the local governments have our entire support. As the number of factories in Ajmer-Merwara and the North-West Frontier Province is very small, we propose to add them to the charge of the inspector for the Punjab.

9. In the Central Provinces and Berar there are at present two inspectors who are also inspectors of boilers. The senior inspector draws Rs. 400-20-600 and the junior Rs. 300-20-400 a month. The terms of employment of these inspectors have not yet expired, and the Chief Commissioner, although not altogether satisfied with the existing arrangements, would prefer to make no change for the present. With this recommendation we agree; but after the reorganisation of the Factory Inspection staff throughout the rest of India is settled, we shall request the Chief Commissioner to consider the question of the appointment of an inspector of superior status as soon as opportunity offers.

10. In connection with the duties to be performed by inspectors, we wish to draw attention to a matter which calls for some explanation. In paragraph 108 of their report the Factory Commission recommended that the inspectors appointed in the Central Provinces, the Punjab and Burma should also be the boiler inspectors for their respective provinces. This recommendation was made on the ground that though there were large numbers of seasonal factories for cotton ginning, rice husking, &c., in these provinces, the number of large factories working throughout the year was comparatively small, and if the inspectors had only duties under the Factory Act to perform, they would not be fully employed during the months when the seasonal factories were shut down. As stated above the duties of boiler and factory inspectors are at present combined in the Central Provinces and Berar, and the Chief Commissioner thinks that the arrangement is a convenient one, and ensures the time of the officers being properly utilised throughout the year. The Government of the Punjab has agreed that the inspector to be appointed for that province should also inspect boilers, and that the present post of inspector of boilers on Rs. 350-10-400 a month should be abolished on the creation of the new appointment. In Burma there are at present two inspectors of boilers, one on Rs. 400-10-150, and the other on Rs. 350-10-400 a month. It has been decided that a third inspector of boilers should be appointed, when the number of inspections and the fees have sufficiently increased to require and to admit of his appointment; in the meantime the two boiler inspectors are assisted from time to time by the assistant to the superintending engineer and shipwright surveyor, Rangoon, half of whose salary is debited to the boiler fund. The Government of Burma strongly objects to the inspector of factories undertaking the duties of boiler

inspection, partly because the qualifications of an inspector of boilers are not those required of a factory inspector; and partly because the factory inspector would also have to be under the control of the Boiler Commission, which in the opinion of the Lieutenant-Governor would be detrimental to the efficiency of his work as factory inspector.

We think that as a general rule it is inadvisable to combine the duties of inspectors of factories and inspectors of boilers. The main qualification required of the latter is a definite technical experience of a restricted kind, whereas the delicate and responsible duties devolving upon the former necessitate the employment of men of a superior class. We think, moreover, that the inspector of factories appointed for Burma will have quite sufficient work in connection with factory inspection alone to occupy his time. We agree therefore with the recommendation of the Government of Burma in this respect. But we recognise that at present it is not possible to effect separation everywhere, and for this reason we have not opposed the amalgamation of the two duties in the Central Provinces and the Punjab. In the United Provinces the temporary inspector of factories has been placed in charge of the boiler inspectors, and this arrangement has resulted in the abolition of one of the posts of boiler inspectors. In Bengal also the chief inspector of factories is secretary to the Boiler Commission, and has control over the boiler inspectors. We propose to allow this arrangement to continue, as it is desired by the local government.

11. We shall now deal with the question of the pay which should be drawn by the inspectors. To secure men of the proper stamp and position the Factory Commission, in paragraph 111 of their report, recommended that the salary of the inspectors should commence from Rs. 400 a month or upwards, and should rise by annual increments of Rs. 30 to Rs. 1,000, the initial salary being fixed in each case with reference to the man's qualifications. It will be seen from Statement A attached to this despatch that the Local Governments have proposed various rates of pay for the inspectors in the different provinces. We are of opinion that in provinces where it is proposed to employ a single inspector, namely, in Burma, the United Provinces, the Punjab, and Madras, the standard rate of pay should be Rs. 400-30-1,000 a month. This rate of pay is agreed to by the Governments of the Punjab and Madras. The Government of the United Provinces considers that the qualifications required of an inspector of factories would justify an initial pay of Rs. 500 a month. We propose, however, that the standard rate stated above should apply also to the United Provinces; but it is contemplated (*vide* paragraph 17 below) that the present temporary inspector in that province who is in receipt of Rs. 533.5.4 a month should be made permanent and come on to the new scale at the stage of Rs. 550. The Government of Burma proposes a salary of Rs. 600-50-1,200 a month in consideration of the high cost of living in that province. We think that this rate of pay is excessive, and that the inspector for Burma should be granted the standard rate of pay, plus the usual Burma allowance of Rs. 100 a month, subject to the condition that the continuance of the allowance will depend on any decision that may be arrived at on the general question of allowances, which is no under our consideration. We do not think that the inspector should in addition be granted a conveyance allowance of Rs. 5 a day when on duty at Rangoon, as recommended by the local government.

12. But in provinces where there are more than one inspector, we recognise that the standard rate of pay would not be altogether suitable. The Bombay Government have proposed a pay of Rs. 1,000-50-1,250, plus house allowance under the Bombay House Allowance Scheme for the chief inspector. We accept this rate of pay as reasonable, but are unable to agree that the chief inspector should also be admitted to the benefits of the house allowance scheme. We consider that the pay suggested is sufficient without any special allowance to cover the expense of living in Bombay.

## APPENDIX XVII. (continued).

For the four junior inspectors in the Bombay Presidency, we would accept the rate of pay suggested by the local government, viz., Rs. 400-50-900 a month. But in their case also we are unwilling to agree to the proposal that the two inspectors, who will be stationed in Bombay, should receive local allowances of Rs. 50 a month and also be admitted to the benefits of the Bombay House Allowance Scheme. The grant of a local allowance is on principle objectionable, because it was with the object of abolishing such special privileges that the house allowance scheme was sanctioned, and because the effect would be to differentiate between the officers in Bombay and those stationed in Calcutta and Rangoon and inasmuch as the prospects of the officers concerned will be considerably improved when the reorganisation is effected, we think that there is no valid ground for admitting them to the house allowance scheme. At the same time we recognise that in order to facilitate interchange of inspectors between Bombay and Ahmedabad, some kind of extra remuneration is necessary for those who may be stationed in the Presidency town, and we consider that the best plan will be to retain the conveyance allowances of Rs. 50 and Rs. 30 a month, which are now granted to the first and second inspectors respectively, and divide them equally between the two inspectors who will be stationed in Bombay. The grant of conveyance allowances, which are intended to meet a specified form of expenditure is not, in our opinion, open to the objections which the admission of local allowances involves.

13. For the reconstituted provinces of Bengal, Bihar, and Assam, the local governments propose a chief inspector on Rs. 700-50-1,000. The present incumbent, Mr. Walsh, draws a pay of Rs. 800-50-950 a month, which is personal to him, *plus* exchange compensation allowance, *plus* a conveyance allowance of Rs. 30 a month. In addition, he receives allowance of Rs. 250 a month from the boiler fund for performing the duties of Secretary to the Boiler Commission.

We propose that the pay of the post should be fixed at Rs. 800-50-1,000 without any conveyance allowance and that the allowance of Rs. 250 a month from the boiler fund should be continued to the chief inspector as long as he performs the duties for which it is granted. The chief inspector will not be eligible for admission to the Calcutta House Allowance Scheme. For the two junior inspectors in these provinces we accept the rate of pay proposed by the local governments, viz., Rs. 400-30-700 a month.

14. As already stated, we propose no change for the present in the arrangements which are in force in the Central Provinces and Berar.

15. When the new scheme comes into force, no exchange compensation allowance will be granted to any of the inspectors, unless in any case where it is now drawn, its withdrawal causes a loss in total emoluments; in which case it will continue to be drawn until such loss disappears.

16. The proposals made by the various local governments regarding the additional subordinate establishments that will be required are shown in Part II. of the accompanying proposition statement. We consider that the demands made in this respect are reasonable and should be approved.

17. We have now to detail our proposals as to the manner in which the new appointments should be filled. The Factory Commission recommended that the inspectors should continue to be appointed by the local governments, and with this we entirely agree. For Bombay the local government propose to appoint Mr. Engel, the present first inspector in that Presidency, to the post of chief inspector. They further propose that on the introduction of the new scheme, Mr. Chambers should be first inspector commencing on Rs. 700, Mr. McCormack, second inspector on Rs. 600 and Mr. Whitaker, third inspector on Rs. 530 a month. The salaries, inclusive of allowances, at present drawn by these officers are Rs. 505, Rs. 540, and Rs. 500 respectively. We consider that Mr. Chambers, who is now over 50 years of age, should be treated specially, and that he should be brought on to the new scale at

the stage of Rs. 610, but we consider that the initial pay of Mr. McCormack should be regulated by the ordinary rule, laid down in Article 157 A of the Civil Service Regulations. Mr. Whitaker, at present temporary inspector, has already been for three years on the same pay (Rs. 500), and we propose that on the reorganisation, he should come on to the new scale at the stage of Rs. 520, *i.e.*, at one stage higher than he would be entitled to under the ordinary rules. In Bengal, Mr. Walsh, the present first inspector, will come on to the new scale under the ordinary rules, but the conveyance allowance of Rs. 30 at present drawn by him will be reckoned as part of his substantive pay, for the purpose of fixing his initial pay under the new scheme. The temporary inspector, Mr. Cowan, whose pay is Rs. 500, *plus* a conveyance allowance of Rs. 50, will be similarly treated. In the United Provinces, Mr. Parker, the temporary inspector appointed in January 1909, draws Rs. 533.5.4 a month. We propose that when the reorganisation comes into force, he should be allowed to come on to the new scale at the stage of Rs. 550, *i.e.*, at one stage higher than he would be entitled to under the ordinary rules.

18. The Governments of Burma and the Punjab desire that the inspectors to be appointed for these provinces should be recruited in England. The Government of Bombay have made a similar request with regard to the post of fourth inspector of factories. The Government of Madras, on the other hand, do not find it necessary to ask that the inspector of factories to be appointed for that Presidency should be recruited in England, nor do the Government of Bengal desire that the additional inspector of factories to be appointed for Bengal should be so obtained.

19. The Governments of Bombay and Burma consider it desirable that the selected candidate should have had previous experience of the work of factory inspection in England. The Government of Burma proposes to lay down that the inspector should not be entitled to any increment until he has passed in Burmese by the lower standard and that he should not be entitled to draw more than Rs. 750 a month until he has passed in Burmese by the higher standard; further, that he should be allowed to appear for the examination in Hindustani and should be eligible for the same reward as that fixed in the case of officers of most other departments, viz., Rs. 250 for passing by the lower standard and Rs. 500 for passing by the higher standard. The Government of Bombay suggest that the inspector's agreement should provide for a probationary period of one year within which he should be liable to pass such examination in the vernacular as may be prescribed by the local government. If our proposals for the reorganisation of the factory inspection staff meet with your Lordship's approval, we would request that officers may be appointed in England as early as possible, as desired by the Governments of Bombay, Burma, and the Punjab, and that the wishes of the local governments in respect to the conditions of their appointment may as far as possible be met. We suggest that it would be desirable that the agreements should in each case provide for a probationary term of one year and for liability to pass such examinations in the vernacular as the local government may prescribe.

20. In paragraphs 8 to 10 of their letter No. 2,087, dated the 5th May 1910, the Government of Bombay have made certain proposals in regard to the appointment of a certifying surgeon for the town and island of Bombay. These proposals appear to us to be unnecessarily expensive, and we have asked the local government to revise them. We have not delayed submitting our recommendations on the subject of the factory inspection staff proper, until the kindred questions of the appointment of certifying surgeons and the remuneration of civil surgeons and other medical officers for the performance of duties in connection with the certification of children are ready for settlement. These questions are in reality entirely separate from the question of the inspection staff, and will form the subject of a subsequent despatch. Meanwhile, in view of the fact that the new Factories Act comes into force on the 1st July 1912, the

## APPENDIX XVII. (continued).

reorganisation of the inspection staff has become a matter of urgent importance.

21. The proposals in the foregoing paragraphs may be summarised as follows:—

(1) In the Bombay Presidency the staff to consist of a chief inspector on a salary of Rs. 1,000–50–1,250, and four inspectors on Rs. 400–30–900. Two of the latter to be stationed in Bombay City and to receive a conveyance allowance of Rs. 40 each. No other special allowances to be drawn. Mr. Engel to be appointed chief inspector. Mr. Chambers to come on to the new scale at the stage of Rs. 610, Mr. Whitaker at the stage of Rs. 520, and Mr. McCormack under the ordinary rules laid down in the Civil Service Regulations.

(2) In the reconstituted provinces of Bengal, Bihar, and Orissa and Assam the staff to consist of one chief inspector on Rs. 800–50–1,000 and two inspectors on Rs. 400–30–700. The chief inspector to draw an allowance of Rs. 250, as long as he performs the duties of secretary to the Bengal Boiler Commission. No other special allowances to be drawn, but the conveyance allowances at present drawn by the two existing inspectors to be counted as pay for the purpose of determining the initial pay of the holders under the new scale.

(3) One inspector to be appointed for Burma, on a pay of Rs. 400–30–1,000; also to draw Burma allowance of Rs. 100, subject to the condition that the continuance of this allowance will depend on any decision that may in future be arrived at on the question of Burma allowances in general. No other special allowances to be drawn.

(4) One inspector to be appointed for the United Provinces on a pay of Rs. 400–30–1,000. The present temporary inspector, if appointed by the local government, to come on to the new scale at the Rs. 550 stage. The inspector will also control the boiler inspectors in the province.

(5) One inspector to be appointed for the Punjab on a pay of Rs. 400–30–1,000. He will also be boiler inspector for the province, and will be responsible for the inspection of factories in the North-West Frontier Province and Ajmer-Merwara.

(6) One inspector to be appointed for Madras on a pay of Rs. 400–30–1,000.

(7) No change to be made in the arrangements at present existing in the Central Provinces and Berar.

(8) One of the four junior inspectors in Bombay and the inspectors for Burma and the Punjab to be recruited as soon as possible in England. Their agreements to provide for a probationary term of one year and for liability to pass such examinations in the vernacular as the local government may prescribe. The remaining inspectors to be appointed in India by the local governments.

(9) The subordinate establishments shown in the proposition statement attached\* to be entertained.

22. From the proposition statement\* it will be observed that the extra expenditure involved in our proposals amounts to Rs. 66,654.10.0 a year. The discontinuance of inspections by *ex-officio* medical inspectors, who are at present remunerated by the grant of fees under the sanction conveyed in Lord George Hamilton's despatch No. 58, dated the 24th March 1898, will, however, result in an approximate saving of Rs. 69,600. Taking this into account, our proposals will result in a net saving of Rs. 2,945.6.0 a year.

#### Schedule of Papers.

##### Statement A.\*

##### Proposition Statements, Parts I.\*

(ii) *Despatch from His Majesty's Secretary of State for India. No. 37, Revenue, dated the 26th April 1912. To the Government of India.*

Having considered in council the letter of Your Excellency's Government in the Finance Department, No. 38, dated 15th February last, I sanction your proposal, as summarised in paragraph 21 of that letter, for the reorganisation of the factory inspection staff in

India, and will take the necessary steps to appoint the three inspectors required for Bombay, Burma, and the Punjab.\*

2. The factory inspectors in the several provinces are at present Europeans, and this will probably continue to be the case in the absence of arrangements by which Indians might obtain the requisite training. In drawing your attention to this matter I would ask you to consider whether in Bengal and Bombay, where the inspecting staff is largest, provision for this training might not be made by the creation of one or more posts of probationary factory inspector. The fitness of a probationary inspector for responsible work might on occasions be tested by appointing him temporarily to act as an inspector in the event of a leave vacancy.

(iii) *Letter from the Secretary to the Government of Bengal, General Department, No. 4942, dated the 29th July 1912. To the Secretary to the Government of India, Department of Commerce and Industry.*

I am directed to refer to paragraph 2 of your letter No. 4127–4137–16, dated the 25th May 1912, in which the Government of India have called for an expression of the opinion of the Government of Bombay on the question raised by the Secretary of State whether in the provinces in which the factory inspection staff is largest provision cannot be made for the training of Indians for employment as factory inspectors by the creation of one or more posts of probationary factory inspector.

2. In reply, I am to state that the Governor in Council is of opinion that it would not be advisable for the present to appoint an Indian as factory inspector in this presidency even on probation. A large number of factories in Bombay are managed by Europeans and many of them employ a considerable staff of European foremen and workmen. In such circumstances only an Indian of exceptionally wide practical experience, intelligence, force of character and commonsense would be able to carry out the duties of inspector efficiently, and such a person would not be attracted by the small pay which a probationary appointment would offer. The importance of securing none but the best men available for the administration of the new Act is so great that His Excellency the Governor in Council, while recognising the desirability on other grounds of preparing for the ultimate employment of Indians in this branch of Government service, deprecates the adoption of a step which would in his opinion tend to the lowering of its standard of efficiency, and which might, if adopted prematurely, lead to conclusions detrimental to the ultimate attainment of an object to the importance of which His Excellency in Council is fully alive.

(iv) *Letter from the Secretary to the Government of Bengal, General Department, No. 6971, dated 7th December 1912. To the Secretary to the Government of India, Department of Commerce and Industry.*

I am directed to refer to your letter No. 4127–4137–16, dated the 25th May 1912, in which you ask for an expression of opinion of this Government on the suggestion made by the Secretary of State for India, for the creation of posts of probationary factory inspector in the Presidencies of Bengal and Bombay where the inspecting staff is largest, in order to provide for the training of Indians as inspectors of factories.

2. In reply, I am to forward, for the information of the Government of India, the accompanying copies of the replies of the Government of Bihar and Orissa and the administration of Assam, who were consulted by this Government on the proposal, these provinces being served by the Bengal factory staff. It will be noticed that the Government of Bihar and Orissa would have no objection to an Indian probationary inspector of factories being appointed occasionally to act as an

\* Not reprinted.

\* Vide Appendix XVIII.

## APPENDIX XVII. (continued).

inspector of factories in that province, while the Chief Commissioner of Assam supports the proposal that Indians should be trained for employment as factory inspectors. I am, however, to observe, that by far the greater portion of the work of the Bengal factory staff lies in the large mills which are situated in the neighbourhood of Calcutta. These mills, with a labour force of about 200,000 men, women, and children, are owned and managed by Europeans, and the local officers are practically unanimous in their opinion that the appointment of Indian factory inspectors would be likely to lead to friction with the European staff in the mills. It would probably not be impossible to find Indians who could be educated up to the necessary standard of professional skill in regard to such matters as machinery, ventilation, &c., but this, though essential, is not the only necessary qualification of a good inspector. An equally essential requirement is tact in getting abuses put right without friction, and this quality cannot be taught. The managers and assistants in the factories and mills are mostly Europeans whose education, apart from technical matters, is not of a high order. Such men are generally quick to resent what they consider to be interference, especially on the part of Indian officers. As long as the present conditions exist, the Governor in Council is clearly of opinion that only European factory inspectors should be employed in the area around Calcutta.

3. His Excellency in Council does not therefore propose at present to train Indians for employment as inspectors of factories, though where the number of factories managed by Indians is considerable, such a course might be advisable.

(v) *Letter from the Officiating Secretary to the Government of Bihar and Orissa, Financial and Municipal Departments, No. 2704-M., dated the 3rd August 1912. To the Secretary to the Government of Bengal, General Department.*

I am directed to acknowledge the receipt of Mr. Reid's Memorandum No. 3577, dated the 8th July 1912, and its enclosures, in which the opinion of this Government has been asked on the subject of the training of Indians for employment as factory inspectors.

2. In reply, I am to say that the matter hardly affects this province, as it will not possess a separate factory inspecting staff of its own. Should, however, a post of probationary inspector be created by the Government of Bengal, the Lieutenant-Governor in Council would have no objection to that officer being appointed occasionally to act as an inspector of factories.

(vi) *Letter from the Second Secretary to the Chief Commissioner of Assam, No. 2304-M., dated the 5th August 1912. To the Secretary to the Government of Bengal, General Department.*

I am directed to acknowledge the receipt of your Memorandum No. 3578, dated the 8th July 1912, asking for an expression of opinion on the suggestion made by the Secretary of State regarding the training of Indians for employment as factory inspectors, and to say that the Chief Commissioner supports the proposal.

## APPENDIX XVIII.

(Referred to in paragraph 80,062, Evidence of Mr. R. P. Adams.)

NOTICE issued in July 1912 by the SECRETARY OF STATE FOR INDIA relating to VACANCIES in the FACTORY INSPECTION STAFF IN INDIA.

The Secretary of State for India in Council invites applications from His Majesty's Inspectors of Factories (men) under the Home Office for the three appointments, now vacant, in the factory inspection staff in India, of which particulars are given below. Applications should in the first instance be addressed to the Under-Secretary of State, Home Office, through the Chief Inspector of Factories, and should be submitted by the 5th August at latest. The officers appointed will probably be required to leave for India at about the beginning of October.

*One appointment as Inspector of Factories, Bombay Presidency.*—Pay Rs. 400 a month, rising by annual increments of Rs. 30 to Rs. 900 a month (equivalent, at the existing rate of exchange, to about 320l.-24l.-720l. a year). The staff in the Bombay Presidency at present consists of a chief inspector, on Rs. 1,000-50-1,250, and four inspectors on Rs. 400-30-900. According to present arrangements, two inspectors are stationed in Bombay City and two at Ahmedabad. The two inspectors stationed in Bombay City receive a conveyance allowance of Rs. 40 a month each.

*One appointment as Inspector of Factories, Burma.*—Pay Rs. 400 a month, rising by annual increments of Rs. 30 to Rs. 1,000 a month (equivalent, as above, to 320l.-24l.-800l. a year). The officer appointed will for the present be sole Inspector of Factories for the whole of Burma. His headquarters will be at Rangoon. He will draw, in addition to the above pay, Burma allowance of Rs. 100 a month, subject to the condition that the continuance of this allowance will depend on any decision that may in future be arrived at on the question of Burma allowances in general.

*One appointment as Inspector of Factories and Boilers in the Punjab.*—Pay Rs. 400 a month, rising by annual increments of Rs. 30 to Rs. 1,000 a month (equivalent, as above, to 320l.-24l.-800l. a year). The officer appointed will for the present be both Inspector of Factories and Inspector of Boilers for the Punjab,

and also for the North-West Frontier Province and Ajmer-Merwara.

In addition to the rates of pay set forth above, inspectors are entitled to travelling allowances, under the conditions laid down in the Civil Service Regulations, in respect of journeys performed on duty; but they will not be entitled to house allowance, and in accordance with recent practice they will not be granted exchange compensation allowance. They will be required to pass such examinations in a vernacular language as the Local Government may prescribe.

The officers appointed will be on probation for one year. If their service in India is determined at the end of that year of probation on grounds other than misconduct they will be re-transferred to the Factory Department under the Home Office when a vacancy occurs, on the salary they were previously drawing, subject to the condition that they will enter at the bottom of the class to which they formerly belonged. If at the end of the year their appointments are confirmed, their service will become permanent and pensionable, the transfer to the Indian service being effected in accordance with the rules applicable to persons serving continuously and successively in two or more public offices. Service in India will, on confirmation, count for leave, under the European Services Leave Rules, and pension, with effect from the beginning of the probationary period.

Free first-class passages to India will be provided, and a return passage in the event of any appointment being terminated at the end of the probationary period, or in the event of the officer being compelled to quit the service in India at an earlier date owing to ill-health certified to the satisfaction of Government.

Candidates should indicate their order of preference for the three appointments, and should state whether they have any special qualifications for the appointment of inspectors of boilers.





## APPENDIX XIX. (continued).

## VI.—Punjab.

Number of Employés in each Grade or Class.

Number of Employés in each Grade or Class.																	
Pay.	Total.	Europeans.	Anglo-Indians.	Hindus (including Sikhs and Parsis).										Total Hindus, Sikhs and Parsis (cols. 11 to 13).	Mohammedans.	Indian Christians.	Buddhists.
				Brahmans (including Shervas).	Kshatriyas.	Kaiyasthas (including Prabhus).	Baniyas and Vaisyas.	Sudras.	Other Hindus (i.e., other than those shown in cols. 5 to 9).	Total Hindus (cols. 5 to 10).	Sikhs.	Parsis.					
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.	17.	
Rs. 400—500	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	

## VII.—Burma.

Rs. 700—800	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
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## VIII.—The Central Provinces.

Rs. 300—400 400—500 500—500	1 1 1	1 — —	— 1 1	— — —	— — —	— — —	— — —	— — —	— — —	— — —	— — —	— — —	— — —	— — —	— — —	— — —
Total	3	1	2	—	—	—	—	—	—	—	—	—	—	—	—	—

## APPENDIX XX.

OFFICIALS, NON-OFFICIALS, and ASSOCIATIONS who furnished WRITTEN EVIDENCE to the ROYAL COMMISSION in connection with their Inquiry into the FACTORY and BOILER INSPECTION DEPARTMENTS, but who were not orally examined.

1. L. A. Parker, Esq. (Inspector of Factories and Boilers, United Provinces) on behalf of the members of the Factory and Boiler Inspection Department for the United Provinces.

2. Messrs. A. M. Thomson, C. T. Allen, J. Hutchison, and Robert Watson, Inspectors of Steam Boilers and Prime Movers, Burma.

3. The factory inspection staff of Bengal, Bihar and Orissa, and Assam.

4. The officers of the Boiler Inspection Service, Madras.

5. H. T. Walters, Esq., Inspector of Factories, Madras Presidency.

6. Messrs. E. R. Powell and E. G. Fido, Inspectors Factories and Steam Boilers, Central Provinces and Berar.

7. The Bombay Textile and Engineering Association, Bombay.

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VOLUME XVIII.

MINUTES OF EVIDENCE

RELATING TO THE

## GEOLOGICAL SURVEY OF INDIA DEPARTMENT

Taken at Delhi, Calcutta, and London,

WITH

APPENDICES.

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# MINUTES OF EVIDENCE

TAKEN BEFORE THE

## ROYAL COMMISSION

ON THE

## PUBLIC SERVICES IN INDIA

RELATING TO THE

# GEOLOGICAL SURVEY OF INDIA DEPARTMENT

At Delhi, Tuesday, 4th November 1913.

PRESENT:

THE EARL OF RONALDSHAY, M.P. (*in the Chair*).

Sir MURRAY HAMMICK, K.C.S.I., C.I.E.

Sir THEODORE MORISON, K.C.I.F.

MARADEV BHASKAR CHAUBAL, Esq., C.S.I.

ABDUR RAHIM, Esq.

JAMES RAMSAY MACDONALD, Esq., M.P.

And the following Assistant Commissioner:—

G. H. TIPPER, Esq., Assistant Superintendent, Geological Survey Department.

M. S. D. BUTLER, Esq., C.V.O., C.I.E. (*Joint Secretary*).

H. H. HAYDEN, Esq., C.I.E., Director, Geological Survey of India.

*Written Statement\* by Officers of the Geological Survey of India.*

80,444. (I.) *Methods of Recruitment.*—The existing method is the most satisfactory that could be devised at present, viz., selection by the Secretary of State for India with the joint advice of the Director of the Geological Survey of Great Britain and of a former Director of the Geological Survey of India. Owing to the nature of their work, it is essential that members of the graded staff should have, in addition to a thorough knowledge of geology, certain qualities which cannot be tested by competitive examination. It is of the greatest importance that they should have tact and adaptability to enable them successfully to carry out their investigations during the long field season, and to avoid friction with the indigenous peoples—often in an extremely primitive stage of civilisation—amongst whom their work chiefly lies. At the same time, having to deal constantly with Europeans of all grades, both official and non-official, and with Indians of all ranks, it is important that, whether European or Indian, they should not be of inferior social standing. The most suitable type of candidate is that produced by the training given at the best British universities, and selection from among men of this kind who have taken high honours in geology is on the whole undoubtedly the best method of recruitment. It is possible that a suitable candidate may occasionally be found outside the universities, and the present method of advertising vacancies a year in advance results in widening the field of selection to include such men. It is furthermore of great importance that at least one member of the board of selection should have an intimate knowledge of the conditions under which geological work is carried out in India, and thus be able to eliminate candidates who, although

possessing all the necessary professional qualifications, are manifestly unsuitable, on the ground of other considerations, for service under the conditions prevailing in India. Such selection is ensured by the presence on the board of a former Director of the Geological Survey of India. Recruiting in India will be out of the question for many years to come; geological instruction is only in its infancy in this country, and the training given is totally inadequate to fit a man for the ranks of the geological survey.

80,445. (II.) *System of Training and Probation.*—No changes in the present system are recommended.

80,446. (III.) *Conditions of Service.*—We consider the present conditions satisfactory, except in so far as they relate to the number of superintendents. We suggest that the number be increased from three to five for the following reasons:—

1. It will render blocks in promotion less serious than at present. From 1914, for instance, assuming no casualties amongst the four senior officers, there will be no chance of promotion for any assistant superintendent for 10 years. The change suggested would have the effect of inducing experienced men to remain in the Department instead of retiring at the earliest opportunity.

2. It is the accepted policy of the survey to charge superintendents with the supervision of a field party, and the number of such parties is at present necessarily limited to three. The proposed change would make it possible to increase the number of field parties and also to retain a superintendent for employment in the office at headquarters.

3. As a result of the reorganisation of the Department in 1906 the ratio of superintendents' posts to lower graded posts was materially reduced. The proposed change would readjust the proportion approximately to the former value of 1:3, and remove a legitimate grievance on the part of junior officers.

80,447. (IV.) *Conditions of Salary.*

\* This statement was signed by Mr. G. H. Tipper, Assistant Superintendent, Geological Survey of India, on behalf of the following officers:—Messrs. H. S. Bion, J. Coggin Brown, R. C. Burton, W. A. K. Christie, G. de P. Cotter, L. L. Fermor, C. S. Fox, H. H. Hayden, A. M. Heron, H. C. Jones, C. S. Middlemiss, J. J. A. Page, E. H. Pascoe, G. E. Pilgrim, G. H. Tipper, H. Walker.

Dr. Stuart, whose services were at the time at the disposal of the Government of Madras, also indicated his concurrence with these views.

(a) *Sub-Assistants.*—We do not propose, in this note, to make any suggestions with reference to the sub-assistants, since their appointments are not gazetted. At the same time their interests have not been overlooked, and it is understood that recommen-



4 November 1918.]

Mr. H. H. HAYDEN.

[Continued.]

dations on their behalf will shortly be made departmentally.

(b) *Assistant Superintendents*.—The average age of entrance into the Department, calculated on that of its present members, is 26·3 years, the comparative lateness of entry being due in almost all cases to a long and correspondingly expensive university training. These years of study, with their resultant academic distinctions, are regarded as an investment, which may fairly be expected to meet with some adequate return. An officer is, however, on his arrival in India, posted to headquarters in one of the most expensive places in the world; he receives no Calcutta allowance, he is often burdened with some of the expense of his long training, and he finds that Rs. 350 per mensem, which sounded to him in England a reasonable salary, is insufficient for his bare requirements. His discontent is not tempered when he finds that the exchange compensation which his colleagues drew previous to 1907 is no longer allowed, although the cost of living in Calcutta has continued to increase. We suggest as a remedy that the initial salary of an assistant superintendent be raised to Rs. 500 per month. At present the maximum pay of an assistant superintendent is Rs. 1,000, a salary which he reaches after 15 years' service. This, we submit, is insufficient for the reasons adduced below:—

(1) Though it is impossible to put such a statement to a statistical test, it may safely be said that the qualifications possessed by the officers of the Geological Survey, whether viewed from an academic or a technical standpoint, are as great as those of any other professional service in India.

(2) The late age of entry into the Department as a factor does not meet with sufficient recognition under the present scale.

(3) The work of an officer of the Geological Survey, whether directed to economic or scientific ends, is essentially original research. Whether at headquarters or in the field it demands a concentration of thought, without which he cannot draw full or correct deductions from his observations, and if he is to be hampered by continual worry owing to the inadequacy of his pay, his efficiency will be seriously impaired. In the field his work is of an exacting character involving considerable physical exertion; he must be prepared at the shortest notice to proceed to any part of the Indian Empire; his duties often lead him to its unexplored areas, and to the still less known and still more dangerous trans-frontier regions. The geologist is always necessarily a stranger in a strange land, whereas, in the case of almost all other services, an officer tours in his own district, familiar with local conditions and able to make economical arrangements beforehand.

(4) The prospects of an assistant superintendent of promotion to the grade of superintendent are not favourable. If we assume that the present officers serve till they reach the age of 55, the average number of years which the present incumbents will spend in the lowest grade is 26·5. The figure is admittedly a maximum, but even assuming a considerable number of casualties and early retirements, and an increase in the number of superintendents' posts, his prospects of reasonably early promotion are small.

(5) An officer's recess period from, say, May to October, must be spent in Calcutta, where the headquarters of the Survey with its collections, library, and laboratory, are situated. House rent there is excessive. Debarred by the exigencies of his calling from leasing a house, an assistant superintendent finds after eight years' service that he has to pay one-third of his salary in rent alone. If a bachelor, he receives no allowance whatever; if his wife is with him, he draws a quite inadequate compensation of Rs. 90 per mensem, hedged round with irksome regulations. The climate of Calcutta is at its worst during this period, and if for that or any other reason his wife is not with him, even this compensation is disallowed.

(6) Members of other professional services are allowed to engage in private practice or draw allowances in lieu thereof. This is strictly forbidden to an

officer of the Geological Survey, although to quote Sir Thomas Holland, "there is no doubt that if our officers were permitted to accept private practice as in the case of the Indian Medical Service, their salaries would form but a small fraction of their income."

(7) To draw comparisons between the emoluments of professional geologists in India and those of the Geological Survey would be open to objection, as the nature of the work differs widely. A comparable instance may, however, be found in the case of an unsuccessful candidate for the Geological Survey, who, now in the employment of Government, is drawing, after a few years' service, emoluments greatly in excess of those of senior officers of the Geological Survey.

For these reasons we submit that the salary of an assistant superintendent should be Rs. 500–50–1,500.

(c) *Chemist*.—The case of the chemist, whose maximum salary is also Rs. 1,000 per mensem, may conveniently be considered along with that of the assistant superintendents. The age limit at entrance is 30 years, and he reaches his maximum pay after 10 years' service. The arguments adduced above, except those referring to initial salary and to promotion, apply to his appointment also. The present holder of the post is an honours graduate in geology as well as in chemistry, but has specialised in geological chemistry, as other officers have done in, say, petrology or paleontology. We suggest that he should be put in the same position as an officer on the graded list, his salary being revised to Rs. 500–50–1,500, with a possibility of promotion, if not to the grade, to the salary of a superintendent.

(d) *Superintendents*.—The present pay of a superintendent, Rs. 1,000–80–1,400, is the highest to which the great majority of officers of the survey can attain. This, we hold, is too low. The reasons which have been brought forward for an increase in the pay of assistant superintendents are applicable here, and with still greater force. It should be remembered that the superintendents represent the picked men of the survey, and their work is of a more responsible nature than that of the officers in the grade below. Should a superintendent leave the service at this stage, his value as a consulting geologist is greater than if he had retired before reaching it, on account of the wider experience and increased reputation he has acquired, factors which should be given due weight in fixing his salary. By the time an officer becomes a superintendent, he is likely to be married, with a family to educate, and his present meagre pay is insufficient under these conditions. The salary which we suggest as an adequate one is Rs. 1,500–100–2,000.

(e) *Director*.—As at present arranged, the pay of the director is extremely small for the officer entrusted with the direction of the geological survey and the investigation of the mineral resources of the entire Indian Empire, the production of which is now valued at some 12,000,000*l.* annually. It is the pay of numerous officers throughout India who are carrying out less responsible and less specialised duties, and is insignificant when compared with the incomes earned by consulting geologists having no higher attainments and far less experience than the average officer who rises to the post of director. We are strongly of opinion that the pay of the director should be fixed at the amount advocated by Sir Thomas Holland, viz., Rs. 3,000 per mensem.

We have purposely refrained from drawing comparisons between the conditions of salary in this Department and those obtaining in other professional services in India, not because such comparison would detract from the strength of our case, but because no other service, with the possible exception of the Survey of India, affords even an approximate parallel.

The above suggestions as to improved pay are based on those advanced by Sir Thomas Holland in 1905, although the scale advocated for superintendents and assistant superintendents is higher than that which he proposed. The arguments then adduced apply with greater force now, on account of the increased emolu-

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ments obtainable by private geologists, especially in India, and the consequent inducement to an officer to take his first pension as soon as he has earned it (as Sir Thomas himself did) at a stage when his services are becoming most valuable to the country. It should be remembered that the loss of such an officer means the loss of a fund of detailed geological information concerning the areas in which he has been engaged and the special problems he has studied—information which cannot be embodied in reports, but may be of great value to the Department and the public.

The recommendations which we regard as the minimum desirable are summarised below:—

	Present Scale.	Scale recommended.
Director -	1 on Rs. 2,000	1 on Rs. 3,000
Superintendents	3 on Rs. 1,000-80-1,400.	5 on Rs. 1,500-100-2,000.
Assistant Superintendents.	16 on Rs. 350-500-500-50-1,000.	14 on Rs. 500-50-1,500.
Chemist -	1 on Rs. 500-50-1,000.	1 on Rs. 500-50-1,500.

After Service of—	Proportion of Average Emoluments.	Maximum Rs. at ls. 9d.
10 years -	10/50	2,500
11 " -	11/50	2,750
12 " -	12/50	3,000
13 " -	13/50	3,250
14 " -	14/50	3,500
15 " -	15/50	3,750
16 " -	16/50	4,000
17 " -	17/50	4,250
18 " -	18/50	4,500
19 " -	19/50	4,750
20 " -	20/50	5,000
21 " -	21/50	5,250
22 " -	22/50	5,500
23 " -	23/50	5,750
24 " -	24/50	6,000
25 " -	25/50	6,250
26 " -		6,500
27 " -		6,750
28 " -		7,000
29 " -		7,250
30 " -		7,500

80,448. (V.)—Conditions of Leave.—We support the proposals for the simplification of the leave rules drawn up by the Government of India, Finance Department, on the lines suggested by the Decentralisation Commission, and recently circulated to local governments. As far as we understand them, however, they do not permit of the accumulation of more than three months' privilege leave, and in our opinion this restriction should also be removed.

*Furlough Pay.*—Under the existing scale of pay an officer proceeding on furlough after eight years' service draws 247l. 10s. per annum, and were he to combine nine months of his furlough with three months' privilege leave, he would draw for 12 months a total sum of 305l. As he cannot be expected to save any appreciable part of his salary during the first eight years of his service, he is compelled to encroach on his leave pay for most of his travelling expenses. If he is married, he finds as a net result that it is impossible for him to take leave out of India at all. We submit, therefore, that the rates of furlough pay stand in urgent need of amelioration. This would be effected by the enhancement of salary for which arguments have been brought forward under Section IV.—arguments which here find strong corroboration.

The suggestion of the Decentralisation Commission that furlough on half-pay might be commutable to shorter leave on higher remuneration would seem to form a suitable basis for reform of the existing rules.

80,449. (VI.) Conditions of Pension.—The scale of pensions at present in force is given in Article 476 of the Civil Service Regulations. This, we submit, is insufficient for the support of a married officer and the education of his children, especially as Government makes no provision for his family in the event of his death, and a considerable portion of his income must consequently be expended on insurance.

We suggest that the scale of invalid and retiring pensions should be modified as follows:—

Mr. H. H. HAYDEN called and examined.

80,451. (*Lord Ronaldshay*) The witness stated that he had been Director of the Geological Survey for the last three years. He came out to India in February 1895 as an assistant superintendent after obtaining his training in Geology at Trinity College, Dublin. He took up mining engineering at first, but specialised in Geology afterwards. He first took the ordinary Arts Degree, and then entered the Engineering School and took the Engineering degree of Trinity College.

and that the option of commutation of pension up to a limit of a quarter of the pension earned should be allowed as a matter of course, irrespective of the conditions set forth in Government of India, Finance Department, No. 585 E.B. of 27th September 1912. In the case of officers dying while in service, the commuted value of a quarter of the pension for the service qualifying at death should be paid to the widow and children of the deceased, the nearest exact age of the officer being taken in calculation for determining the commuted value of pension.

We suggest further that the extra pension of Rs. 1,000 per annum be granted to superintendents who have rendered not less than three years' effective service in that grade and have shown special energy and efficiency.

The condition necessary to obtain this extra pension that an officer, who joined after 31st December 1909, should have completed 28 years' service (*vide* Art. 475, C. S. R.), should be cancelled in view of the late age of entry into the Department. For this reason also, and on account of the arduous nature of the duties of an officer of the Geological Survey, the concession of optional retirement after 20 years' service should be continued.

80,450. (VII.) Such limitations as may exist in the employment of non-Europeans, and the working of the existing system of Divisions of Services into Imperial and Provincial.—(i) There are no limitations with regard to the employment of non-Europeans in the graded ranks of the Geological Survey; the Department is open to all, no distinction is made of nationality, creed or colour; so long as a candidate satisfies the Secretary of State that he is the most suitable applicant for a vacancy, he is appointed. Any alteration of this policy is highly to be deprecated; the cadre of the Department is so small, and its work is of such serious importance to the country, that it is essential that the best material obtainable should be procured, whether Indian or European.

(ii) There is no provincial service in the Geological Survey.

80,452. The Geological Department was a small one consisting of twenty-one officers, one of whom was supposed to be always away as Professor of Geology at the Madras University. Included in the twenty-one was the chemist and the officer acting as curator of the Geological Museum in Calcutta.

80,453. The Department had to work all over India. The primary object of the Geological Survey was to make a complete geological map, preferably on

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a scale of one inch to the mile, of the whole of the Indian Empire, with a view to the ultimate development of its mineral resources. That included the Native States so far as the Native States had no objection to the Department entering them, and they generally invited it to do so. In the course of their work they examined and investigated any mineral deposits and did all that was possible to bring the deposits to the notice of the general public. There was both a scientific and commercial side to the work of the Department, but they were not distinct, the one really being the complement of the other. To a certain extent officers were employed on purely economic investigations, one for instance having been told off to examine the manganese resources of India, others to examine the gold resources, coal, and so forth, and memoirs on those subjects were published. Under the orders of the Secretary of State only one-third of the Department was allowed to be engaged on work of that kind at one time, the others being engaged on the systematic survey of the country. The geological map would probably not be completed for some hundred years, and it was anticipated that the labours of the Department in the future would continue on the same lines as in the past.

80,454. He appeared before the Commission both as Head of the Department, giving evidence, however, only in his personal capacity, and also as one of those who had signed the written statement now before the Commission. This had been passed almost unanimously, but there was one complete dissident, who had submitted a note of his own, and one partial dissident, who had wished to introduce the subject of the subordinate non-gazetted staff. As that was not within the terms of reference, the other officers did not feel called upon to introduce it. It was noted in the written statement that the matter was being referred to Government departmentally. It was thought by the Service that it would be an advantage to the non-gazetted staff to leave them out of the note altogether. A third officer had also sent in a separate note on the subject of pensions. Amongst the officers were two statutory natives of India, one an Indian, and the other a European, educated for the most part in India.

80,455. The Department was recruited entirely from experts. The limit of age was nominally 25, with no minimum, but in actual practice the average worked out to something over 26. Men had entered as young as 21, and of the men now in the Department there were six who were under 24 at the time of joining. It was necessary that the men should have a sound geological training; a man with a merely general scientific training would be of no use at all. An endeavour was made to insist upon the recruits having qualifications corresponding to a first class University degree, such as the First Class Science Tripos of Cambridge or the First Class B.Sc. of London, or what were called in Dublin Special Certificates in every subject in the Engineering Examination, including Geology; and also actual practice for a year or two as geologists in England. Therefore the age limit for recruitment must necessarily remain high.

80,456. Regarding the state of geological education in India, there were courses in Geology for the B.Sc., and in the Calcutta University Geology was included in the syllabus for the degree of Master of Science. From his experience as a teacher, he was not very hopeful of the possibility of giving men sound geological instruction under present conditions. A man who lived on a mud bank could have no true conception of hills and rocks. In England a boy from his earliest childhood was accustomed to seeing mountain torrents, mountains, snow and ice, and probably collected butterflies, plants or fossils, and he came to his work with a general elementary knowledge which was lacking in the young man in India, although, of course, the Indian boy had a knowledge in many other subjects which the English boy did not possess. Their bent, he meant, was not towards a practical science like geology, and under present conditions it was almost impossible to make a man a first-class practical geologist no matter how well he did in his

examinations. A certain amount of progress was being made, but he thought the whole system of scientific education was wrong. It was necessary to begin at the bottom instead of at the top, and teach elementary science early in the educational career. Witness was of opinion that there would be no prospect of recruiting the Department from India for a long time to come if the present standard was to be maintained.

80,457. The statutory natives of India now in the Department were trained partly in India and partly in England. One (an Indian) was sent to England for a special course of study and took a B.Sc. degree at London; he was subsequently given a State Technical Scholarship and was for some time attached to the Canadian Geological Survey. Another, of European extraction, went to England on a State Technical Scholarship and took a very good degree in mining at Birmingham and was a good practical geologist. All the statutory natives of India who had been in the Department had been trained in England. If, other things being equal, the Indian was as good as the European, an appointment should be given to the Indian, but he did not think the standard should be lowered in order that local men might be employed. If an Indian was trained in England, he had the same chance, or even a better chance, of being nominated, because the Secretary of State was probably slightly biased in favour of the Indian.

80,458. Recruitment to the Department depended entirely upon vacancies, and a vacancy now occurred about once a year, whereas when he joined there had not been an appointment for about five years. He would not recommend competitive examination in Geology, though the method of appointment in England now was essentially competitive, because the men who presented themselves for appointment were examined by the Head of the Geological Survey of Great Britain and also by one who had a practical acquaintance with Indian conditions, and the candidates were given marks for everything.

80,459. With regard to the necessity for an extra superintendent, personally he had had great difficulty in the last year or two in adjusting his parties. The Department was split up into three parties, one dealing with Rajputana and Bombay, another with the Central Provinces, and another with Burma, and the correspondence of the office had increased so enormously of recent years that it was necessary to have a responsible man at headquarters, when he himself was on tour, and therefore he wanted a superintendent for that purpose. It would not be advisable to place a junior man in charge of the office since he might have to retrench a senior officer's travelling allowance bills or make investigations with regard to charges that appeared to be irregular. The main point, however, was that the officer placed in charge of the office must have had wide experience in order to deal with the very miscellaneous inquiries received from Local Governments and private individuals. At present there were three field parties, and he required four, and it was practically essential to have a superintendent in charge of each party.

80,460. With regard to the assertion in the written statement that experienced men were now retiring at the earliest possible opportunity, during the last twelve years one man had left to take up the Professorship of Mineralogy at Toronto, where he was allowed to take private work. He was now one of the leading authorities in America and Canada on ores of the nickel-chrome group. Another retired as soon as he could get his first pension, about three years ago, and took up work in England and was believed to be making a very large income. Another was a mining specialist who came out on Rs. 900 a month, and no pension, but within four years he resigned, and was now making between 3,000l. and 4,000l. a year as consulting geologist chiefly in matters relating to gold. Another mining specialist did not consider the Geological Survey good enough, and when the new Mines Department was started joined that Department. Another officer resigned recently after seven years' service in order to take up private work in

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Burma. There was another officer who proposed to retire and take up private work as soon as he could do so. Also, one of the ablest men in the Department had had very tempting offers made to him, and it was doubtful whether he would remain. Many of those men could, or did, command incomes of 3,000*l.* or 4,000*l.* a year.

80,461. The Department was reorganised in 1906, and the recommendations then made by the director were accepted only in a modified form and the pay given was considerably less than that proposed. He had been told by an officer who had recently been in England endeavouring to recruit for a certain Department in India a staff of scientific men with University qualifications, that the Secretary of State had circularised all the home Universities and Colleges and was informed that no one would accept posts starting at Rs. 600. The same officer had also informed him that the average man preferred to go to the Crown Colonies, and even to the Malay States or Nigeria, rather than to India. It was said by a mining professor in England that no qualified Mining Engineer with a sound knowledge of geology would now accept less than 1,000*l.* a year in a tropical country, there being such a demand for technically trained men for commercial work. Of course, such terms did not include pension, &c., but in one case they included a Railway Provident Fund which was rather better than the pension of the Department. The present terms offered by the Department were not sufficient to attract the recruits that were required,\* and recently three men he would have liked to obtain had preferred other work.

80,462. On the subject of pay, witness considered that it was impossible to compare the Indian rates of pay with the British. The pay of the Geological Survey in England commenced at about 150*l.* a year and the Director of the British Geological Survey drew 1,000*l.*; the pay was much smaller, but the conditions were different. Indian living was more expensive than English.

80,463. With regard to leave, the suggestion was that officers should be able to accumulate more than three months' privilege leave, and he thought in the long run it would be to the interest of the Government to permit that. Furlough pay was inadequate and made it difficult for a man to take furlough out of India. He knew of one man who had not taken leave for nearly twenty years simply because he could not afford to take his wife and children to England.

80,464. On the subject of pension the witness stated that the maximum amount anyone in the Department could draw was 525*l.* after 25 years', and the same after 30 years', service; this included the extra Rs. 1,000 a year if he had been director for three years and his work had given satisfaction to Government. Comparing that with the maximum pension

given to the Survey of India, whose work was somewhat analogous, it would be found to be over 15 per cent. lower. Under the present rules, after 20 years' service an officer could draw a pension of Rs. 4,000 a year: the officers of the Geological Survey had an extremely rough and often unhealthy life, and it would become more so in the course of time when the unhealthy districts had to be opened up. From the point of view of the Department and recruiting, he thought on the whole it would be advisable to retain the 20 years' pension. With favourable conditions men would probably not leave after that period. Officers were not allowed to take private practice, and he thought that restriction should still be maintained. If a man took up private work he would be liable to ask for leave at all sorts of inconvenient times, and would be exposed to temptations from which he ought to be protected.

80,465. (*Sir Theodore Morison.*) The witness said the pension after ten years' service was an invalid pension, and he proposed to keep the retirement pension after twenty years on the same conditions as at present. To acquire a real commercial value a man had to spend three or four years in the Department, but he had from the outset a certain value, more than a young chemist. About ten or twelve years ago the companies who were engaged in the exploitation of certain minerals in India scoffed at the idea of a geologist being of any use to them, but now they had staffs of nine or ten geologists drawing large salaries. One man after eight years' service was getting 800*l.* a year, and first class passage both ways and full pay when on leave. That encouraged young men to look for private work, and consequently the young geologist has a greater potential value than the average young chemist. The training in the Department enormously increased a man's value. Seventy per cent. of the present members of the Department, having eight or more years' service, would make two or three times their present pay if they retired, and many of them a great deal more. Every man did not go after 20 years' service, but as a rule the Department would certainly lose the best men on account of their commercial value being so high. There was no one in the service now except himself and one other officer who could retire under the 20 years' rule.

80,466. (*Mr. Abdur Rahim.*) The witness said the Indian student was good at book-work, but could not put his knowledge into practice, and there were no means of teaching him practically. Unfortunately the chief Geological Institution in India was on a mud bank. For a study of geology some Himalayan station was needed, and he thought Shillong would be an ideal and Mussoorie also perhaps a suitable place. The reason he considered that the Indians recruited in England would stand a better chance than Europeans was that he thought the Secretary of State would prefer to appoint an Indian, if the Indian was of the same calibre. Pure geology was not the only qualification required. If facilities were given for recruitment in India it would mean a lowering of the standard because there was in India neither the suitably prepared material on which to base higher teaching, nor suitably situated institutions to give the teaching. He was not sure that it would be wise to encourage scholarships for the study of geology in England, if the fact that a man had held a scholarship was to give him a lien on a Government appointment. There had been cases which had caused much disappointment.

80,467. (*Mr. Macdonald.*) The witness said his suggestion was that the Government should do something to protect the Department from competition with the commercial world, and he thought that would be done by raising the pay, even though the commercial world offered 3,000*l.* or 4,000*l.* a year, because the average man who came out to India was a man who was prepared to take up science in preference to commercial work, and if he found the conditions to be such that he could live in India, educate his family and go to England to see them occasionally, he would continue to prefer scientific work. The difference

\* Mr. HAYDEN afterwards wrote as follows:—

"Since my evidence was given, I have heard from Sir Thomas Holland that there were three good applicants for the appointment made a few months ago to fill an existing vacancy in the Department. Nevertheless this does not alter my opinion, for I believe it to be due almost entirely to the lively interest taken in our recruiting by Sir Thomas Holland and to his personal influence; in proof of this it is only necessary to compare the class of recruit obtained immediately before with that obtained immediately after he was asked to assist in the selection. If his personal influence were removed there is no reason to suppose that the difficulty of finding suitable men would be any less than it was five years ago, for the general discontent with present rates of pay which prevails in the Geological Survey must inevitably react on our recruiting. A candidate for appointment, unacquainted with India, is disposed to look upon the scale of pay of the Department as generous until he joins, when he finds that what, in his ignorance of Indian conditions, he regarded as affluence is merely a bare living wage, especially in such an expensive place as Calcutta; he consequently becomes discontented, and his friends at home soon hear of it; if, as most of us do, he has kept in touch with his University, future students are warned not to be misled by the apparently high rates of Indian pay, which are merely illusory. Individual cases of discontent might have no particular effect, but when the feeling is general, as it now is, it cannot fail to react at home to the detriment of the Department."

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between Rs. 1,000 and Rs. 1,500 was sufficient to give a man a margin for saving. The opportunities for scientific research in India were unusually great, and if a man had scientific ambition a little encouragement would help to keep him in the service.

80,468. With regard to the remark in the written statement that the Geologist was always a stranger in a strange land, whereas in the case of almost all other services an officer toured in his own district, the point was that it was not quite fair to compare the pay and allowances of the Geologist with those of the district official, whose headquarters were in his district and who had facilities for making his own arrangements throughout the district. The Geologist had long distances to travel, and often great difficulties in making arrangements for supplies and so forth. He really thought that the Government by increasing within reasonable limits the pay of its staff could secure the genuinely scientific man who did not care much about increased income provided he could live. In the matter of recruitment they did not want to put the Department into direct competition with commercial firms at all.

80,469. In reply to the suggestion that it might be advisable to recruit men well trained in theory and with a certain amount of field practice on a scale of pay not quite so good as that recommended in the written statement and to retain them only for eight years and to allow them to leave after that period, their vacancies being filled up as they occurred, the witness said that under those conditions the work of the Department could not be carried on efficiently. It was necessary to have men with experience. The position was different from that in England. England was a country that had been geologically surveyed throughout and the geologists there were now doing extremely detailed work. In India, on the contrary, they were working on very broad lines and it was only when a man had fifteen or sixteen years' service that he was really capable of taking charge of a field party. He must know not only the geology of his Province but the geology of the whole of India. If men left the Department after ten years' service, the work would be bound to suffer.

80,470. (*Mr. Chaubal.*) The witness said the Geological Department had existed since 1853. Provision began to be made for the study of Geology as a science in the Indian Colleges in the seventies, when classes

were held at Rurki College and in the Presidency College in Calcutta. Serious teaching did not begin until twenty-five years ago, and he thought it began in Calcutta Presidency College under Sir Thomas Holland. Indian geology in England was included in a general course of geology, but Indian geology was taught in India rather to the exclusion of foreign geology. Although the Department had existed for sixty years no serious steps had formerly been taken, except in Calcutta, to give people a real scientific training in geology as a subject. There was no teaching at all in Bombay. He thought the whole principle of training was wrong. If a right principle of training were adopted more hopeful material might be obtained in India. If a competitive examination were held in England both for Indians and Englishmen in the subject of Geology it was probable that in nine cases out of ten the wrong man would pass in. If the men were first selected and then allowed to compete he should have no objection. If the candidates were not selected first, men might pass whose physique would not stand the work. It was not so much the danger of getting the wrong class of Indian as of getting the wrong class of European. A man was required with a good deal of tact and knowledge of the world, as he had to deal very intimately with the people in the districts. As a matter of fact scientific geological work in India really required very close contact with and sympathetic treatment of the people, who were very averse to pointing out the mineral deposits. There was no departmental examination. Officers had to pass in Hindustani and of course picked up other languages. The system of competition was tried in Mysore and was given up almost immediately.

80,471. (*Sir Murray Hammick.*) On the subject of allowances the witness said a bachelor officer who had to live in Calcutta for the recess received absolutely nothing, nor did he get anything extra if he was in charge of a party. The travelling expenses allowed were Rs. 10 a day and everybody received the same. A married man living in Calcutta for the recess received an allowance of Rs. 90 a month in the hot weather and Rs. 175 in the cold weather if his wife was with him, but if she was away for more than two months excluding the months of departure and return he got nothing. If an officer remained more than ten days in one place without special sanction, he might get no allowance at all.

The witness withdrew.

At Calcutta, Wednesday, 21st January 1914.

PRESENT:

THE EARL OF RONALDSHAY, M.P. (*In the Chair*).

SIR MURRAY HAMMICK, K.C.S.I., C.I.E.

SIR THEODORE MORISON, K.C.I.E.

MAHADEV BHASKAR CHAUBAL, Esq., C.S.I.

ABDUR RAHIM, Esq.

And the following Assistant Commissioner:—

G. H. TIPPER, Esq., Assistant Superintendent, Geological Survey Department.

M. S. D. BUTLER, Esq., C.V.O., C.I.E., (*Joint Secretary*.)

P. N. BOSE, Esq., late Deputy Superintendent, Geological Survey of India.

*Written Statement relating to the Geological Survey of India.*

80,472. (*I.*) *Method of Recruitment.*—(*a*) *Superior Service.*—At present, whenever there are vacancies, the Secretary of State advertises them and makes a selection from among the applicants according to the advice of his geological referee, who is a retired member of the Geological Survey of India. As the candidates do not make any special study of Indian Geology, there is no necessity for the appointment of an Anglo-Indian expert to judge of their qualifications. There is certainly strong objection to such a judge in the interest of Indian candidates. One of the heads of the Geological Survey of India, Mr. Medlicott, was strongly of opinion that Indians were incapable of scientific research. Several other Anglo-Indian gentlemen have been known to hold similar views. There are others, again, who apprehend danger to the prestige of the British Government from the employment of Indians

to do very important and responsible work even if they had the capacity for it. They consider the suppression of the capable Indian to be essential for the maintenance of British prestige in India. For instance, Surveyor-General Colonel De Free, who for some time controlled the largest Scientific Department under the Government of India, said in a memorandum submitted to the last Public Service Commission:—

"It is suicidal for the Europeans to admit that natives can do any one thing better than themselves. They should claim to be superior in everything, and only allow natives to take a secondary or subordinate part. In my old parties I never permitted a native to touch a theodolite or an original computation, on the principle that the triangulation or scientific work was the prerogative of the highly paid Europeans; and this reservation of the scientific work was the only way by

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which I could keep up a distinction, so as to justify the different figures of pay respectively drawn by the two classes, between the European in office time and the native who ran him so close in all the office duties. Yet I see that natives commonly do the computations nowadays, and the Europeans some other inferior duties."

"Both classes of Europeans (official and non-official)," observes Sir Henry Cotton, "are equally 'reluctant to admit the natives to equality, and the official class is especially aggrieved, because the natives 'are invading preserves which have hitherto been free 'from any intruder.'"

It is but seldom that we have such frank admissions. There are, of course, Anglo Indian gentlemen who are more impartial and more sympathetically disposed towards the Indians than men like Medicott and De Prec. For instance, Dr. Oldham, the first head of the Geological Survey of India, had "the most 'unshaken confidence that with even fair opportunities 'of acquiring such knowledge (that of the Physical 'Sciences) many Indians would be found quite competent to take their place side by side with European 'assistants either on this Survey (the Geological 'Survey) or in many other ways.'"

That men of the Oldham type, however, are in the minority in the Indian administration is inferable from the fact that it is not their views but those of men of the Medicott or De Prec type which have so far shaped the policy and determined the course of action of the Government of India.

Under these circumstances, it is highly desirable that no Anglo-Indian gentlemen should act as advisers to the Secretary of State in making scientific appointments. I would suggest the formation of a British Committee of experts in all the branches of natural science for advising the Secretary of State whenever he has to make such appointments. A sub-committee of this body composed of three experts, one in Stratigraphical Geology, another in Petrology, and the third in Palaeontology, would do for making appointments in the Geological Survey of India. It is desirable that the President of the Geological Society of London should be a member of this Sub-Committee. Before making a selection they should subject the candidates who may offer themselves to a competitive test.

(b) *Subordinate Service.*—There is as yet no adequate provision for the teaching of Geology in any institution in India. There are, so far as I am aware, only three Government Colleges in India where the subject is taught—the Presidency Colleges in Calcutta and Madras, and the Poona College of Science. The Lectureship at each of these institutions being an appanage of the Geological Survey of India, the Lecturer is constantly changed according to the exigencies of that Department. Ten years ago, the average term of a Geological Lecturer at the Presidency College, Calcutta, was about two years. The greater portion of his time was taken up by survey work, and it was only for four or five months during the recess that he was able to devote four or five hours a week to his duties at the Presidency College. Geology has grown so largely of late that even a whole-time man, however able, could do but scant justice to all its branches. For effective teaching it would be desirable to have a Specialist Professor for each of its three main branches—General Geology, Mineralogy, and Palaeontology. One can easily imagine, therefore, what progress might be expected from the intermittent lectures of a professor changed every two years or so in the average who had to be away from Calcutta during the healthiest part of the year, and who had to perform his professional duties along with those of a Department by which he is employed as a permanent whole-time officer. When I occupied the chair of Geology at the Presidency College, Calcutta (1901-03), I drew the attention of the Educational authorities to this unsatisfactory state of things and had a permanent laboratory assistant appointed not without some difficulty. But even with his help I found I could do but little justice to the duties of my post. Matters improved a little after my retirement while Mr. Vred-

burg was Lecturer, in that he was given duties at the Geological Survey office which kept him in Calcutta throughout the year. Under his teaching, which was far more systematic than ever before, graduates were turned out, the picked among whom might be employed in the superior service. But latterly matters have, I am informed, become as bad as before. Until Government takes steps to make geological teaching more efficient than at present, recruitment for the superior service would have to be effected in England. But even with the present teaching some of the geological graduates turned out by the Universities are quite competent to carry on the work of the Geological Survey under the supervision of an experienced officer of the superior service. In one respect they have an advantage over the English recruit. They are better grounded in Indian Geology at the start. At present for want of suitable openings they generally take to the legal profession, in which their geological knowledge is wasted. If the number of sub-assistants be gradually increased from two to twelve the Geological Survey would advantageously absorb a good number of them. The two sub-assistants now on the Survey are reported to be doing useful work, and there is no reason why more men of the same calibre should not be found.

If the increase just suggested be effected, the number of Assistant Superintendents could be reduced from 15 to 10 without any detriment to the work of the Survey, as much of the work which is done by them now would then be done by the sub-assistants. The reduction would also provide for the increased expenditure on sub-assistants. Prior to 1906, the sanctioned staff of the Geological Survey embraced seventeen gazetted appointments (including the Director and the Palaeontologist). Two of the appointments, however, were kept open—one to provide the pay of the two sub-assistants and the other to meet the cost of palaeontological work. So, in practice, the number of gazetted officers never exceeded 15. The adoption of my suggestion would mean reversion to this number.

Of the ten Assistant Superintendents of the Superior Service, three should be permanently located in Calcutta, one as Curator, another as Palaeontologist, and the third as Professor of Geology at the Presidency College (until the appointment of a permanent Professor). The present system of continually changing these officers should be discontinued, as it leads to inefficiency. If my scheme be adopted there would be available six or seven Assistant Superintendents (who would be mostly junior and inexperienced officers) for field work, and the normal composition of each field party would be:—

One Superintendent (or a senior Assistant Superintendent).

Two or three Assistant Superintendents.

Three or four Sub-Assistants.

The step I recommend would not lead to economy, at least in the immediate future. But from the Indian view point its advantages would be immense. The aim of a Geological Survey is twofold:—(a) Development of the mineral resources, and (b) Geological research.

In regard to the first of these objects, unless it is effected by indigenous agency, the gain of the country is inconsiderable, if not altogether problematical. Extended employment of Indians on the Survey would be an incentive to geological training, and would thus gradually disseminate among the Indians a knowledge of the mineral resources of their country and of the methods of their utilisation.

As regards the second object of a Geological Survey—research for the advancement of geological science—it is a worthy one, but so far as the Government of India is concerned, it should obviously be carried out by encouraging research among the people of India. The Geological Survey of every country is manned by officers recruited in that country, and that should be the goal of the Geological Survey of India.

The designation of the officers of the Subordinate Service may be changed from "Sub-Assistants" to simply "Assistants." Deserving officers of the Subordinate Service should be promoted to the Higher Service. But as this provision may, for various

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reasons, remain a dead-letter, I would suggest that they be afforded facilities after five years' service to proceed to England and compete for the Higher Service.

In regard to the recruitment of the Subordinate Service, it should be effected by competition, as in the case of the Higher Service.

**80,473. (IV.) Conditions of Salary.**—(a) *Superior Service.*—The scale of pay for the Superior Service as revised in 1906 is fairly liberal and should attract high-class men. In order to make the service still more attractive, I would allow the officers to take private engagements. For short terms a scale of fees should be fixed by the Government according to the standing of the officers; and they should be entitled to a certain percentage of the fees. For long periods the services of the officers would be lent. At present it is difficult for private parties to secure the services of competent geologists to examine and report upon their properties. I see no valid reason why the Survey should not come forward to help them, the development of the mineral resources of the country being one of its main objects, especially as by rendering such help a part at least of the expenditure on it would be recouped. Besides, the calls for advice from the public and the way in which they are met would be a test of the utility of the Geological Survey Department. If the advice of the Survey officers be not sought for to the extent it should be, the Government might con-

sider the advisability of substantially reducing its strength. Though there is, I believe, a rule prohibiting Survey officers from taking private engagements, it was not enforced until 1895, when my services were requisitioned by a European firm in Calcutta to examine a coal property for them. Though I was on furlough at the time, Government did not allow the firm to avail themselves of my services.

I think it would be well for the chemical laboratory of the Survey to make assays for the public on terms similar to those on which the Mint undertakes them at present. The expenses on the laboratory would then be recouped to some extent, and the public would have the benefit of authoritative and reliable analyses.

(b) *Subordinate Service.*—The initial pay of officers in this service now is Rs. 150, and it rises by an annual increment of Rs. 10 to Rs. 300 in 15 years. If my proposal in regard to the increase of their number be adopted, I would suggest their gradation as follows:—

First Grade, two officers, Rs. 350—30—500.

Second Grade, four officers, Rs. 250—20—350.

Third Grade, six officers, Rs. 150—10—250.

Officers of this service should, like those of the Superior Services, be permitted to take private engagements and be paid a certain percentage of the fees, which may be prescribed for such engagements by Government.

Mr. P. N. Bose called and examined.

**80,474. (Lord Ronaldshay.)** The witness had been in the Geological Survey Department for 23 years. He began as an Assistant Superintendent, and became a Deputy Superintendent, and for some time officiated as a Superintendent. The Deputy Superintendent's grade was now abolished. He was recruited in England by the Secretary of State, and retired from the Service in 1913.

**80,475.** The teaching of Geology was not so good in India as in England. The system under which a member of the Geological Survey Department was deputed in his spare time to do the teaching work of the University was not wholly satisfactory, and there ought to be a whole-time professor. Some experience of Indian Geology was, however, necessary, and the best professor would be one who had served in the Geological Survey as a Superintendent for a number of years. When appointed professor he should be removed from the regular cadre of the Department.

**80,476.** There was a good deal of truth in the contention that it was difficult to give adequate instruction in Geology in a place like Calcutta, as young men brought up in an alluvial area, like Bengal, would have little conception of other Geological formations, but that could be overcome by students being taken to visit places like the Central Provinces or Western Bengal, where instruction in other formations could be obtained. England was an ideal place for geological study, owing to the large number of formations represented. As a matter of fact, students in Calcutta were now taken on tour into mountainous districts under the supervision of a teacher. The Indian Geological graduate would know more of Indian Geology than a Geological graduate from England, who had made no special study of the Geology of India.

**80,477.** The suggestion to recruit young Indians in India and to send them with State Scholarships to England was a good one, if one recruit was sent every year. This would be more satisfactory than the arrangement he had proposed for developing a subordinate service. He was not aware that the head of the Geological Survey of Great Britain advised the Secretary of State with regard to the selection of recruits in England, and was under the impression that a retired member of the Geological Survey of India acted as the sole referee. He was not in favour of the latter course, as a retired member of the Geological Survey of India might have a certain amount of prepossession in favour of Europeans. He had no knowledge of any difficulties in securing candidates on the present terms, and thought

that if vacancies were properly advertised many would come forward. In his own time there was always a sufficient number of candidates.

**80,478.** Under present conditions the mineral resources of India were being developed by foreign agency. The management was foreign, the capital was chiefly foreign, and the profits were all taken out of India. India gained only from the employment of natives of India as miners, &c. If more Indians were in the Geological Survey encouragement would be given to Geological training, a Geological knowledge would be spread throughout India, and people would be led to take an interest in the development of the mineral resources of the country. At present the publications of the Geological Survey were sealed books to the majority of the people, and there were even educated men who had no knowledge of the existence of the Department.

**80,479.** He was in favour of members of the Geological Survey being allowed private practice, and did not think there would be any special temptations to them to profit themselves. An officer engaged in private practice would still be doing Geological work and contributing to the stock of knowledge of the Department. According to Sir Thomas Holland, officers of the Geological surveys in other countries were allowed to take private practice, and there were good openings for private practice in India, and those openings were increasing, especially in Burma. He had himself been engaged in private practice.

**80,480. (Sir Murray Hammett.)** He did not think that private practice in Geology was on a different footing from private practice in other departments, in that it occupied more time. The work might occupy a week or a fortnight, but the officer would be really doing Government work which was paid for by other people. Only a certain percentage of the fees obtained would be paid to the Geologist, the remainder being credited to Government. The officers of the Mint were allowed to make analyses for private persons and were paid a percentage of the fees obtained.

**80,481.** The real reason, no doubt, for the employment of so few Indians in the Department was that so few had an opportunity in India of mastering the science. The material was good, but the teaching was insufficient. One cause of that was the fact that the Professor of Geology was changed too frequently. If Geology was to be taught in India as it was taught in England, professors would be required for Geology, Petrology, Mineralogy, and Physiography. Until the Universities or Government spent a large amount of



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money on Geological teaching, Indians, as a rule, would not be fit for employment in the higher branches of the Geological Survey; but the present graduates would do very well for a subordinate service, and as the teaching continued to improve, they might become fit for the superior service. The best of English graduates would not come to India, and the picked Indian graduates under the present system of teaching would, perhaps, be equal to the second grade men from England. Accordingly the picked men in India might perhaps do as well as the men who were likely to come out. At present, of course, the picked Indians had nothing like the opportunities of learning Geology which the second-rate men had in England. The appointment of one full-time Professor would make a good deal of difference, because he would have as assistants graduates from Indian colleges.

80,482. With regard to recruitment, his view was that four or five candidates should be submitted to a competitive test, and on the results of that examination the best man should be selected. It was really a competitive examination that he proposed. It was possible that there were men who at that age would show aptitude for passing examinations, but who were in no way fitted for the life of an officer in the Geological Survey, but the examination would not be a competitive examination similar to the competitive examination of the Indian Civil Service. The Geologists on the Selection Committee would employ tests that would enable them to judge of the real qualifications of candidates for the work. If young men were sent to England with State scholarships, it would not always be possible to say whether they would turn out good scientists, although intellectually very brilliant. Therefore, it would not do to promise an appointment, but if a man proved himself to be a good student and passed the test, he should be appointed.

80,483. (Mr. Chaubal.) An Indian graduate trained in properly equipped colleges would have advantages over an English graduate, owing to his better acquaintance with Indian Geology. Such graduates might enter the subordinate department, and after five years' service should go to England and compete for the higher service. In England there were opportunities of study and practical work which were not at present to be found in India. For an Indian graduate well grounded in Geology, one or two years in England would be quite enough to fit him for the superior service of the Department.

80,484. He had proposed that the Director of the Geological Survey in India should not serve as an adviser to the Secretary of State, in order to remove the impression that the selection was not fair to Indian candidates.

80,485. The suggestion that an Indian student was not so capable of acquiring an expert knowledge of Geology on account of his not taking up the study of natural history or fossils during his childhood was one to which he attached no importance.

80,486. Although there was a rule prohibiting officers from taking private engagements, it was not

put into force until 1895. Up to that time officers in the Geological Survey, notwithstanding the rule, were in the habit of accepting private engagements, and he did not think it affected their work in the Department. If the remuneration for the work was credited to the Government, and the officers given a percentage, there was no reason why private practice should be detrimental.

80,487. (Mr. Abdur Rahim.) At the present moment there was not a sufficient opportunity for studying Geology in India, owing to the inadequacy of the staff of teachers, and the fact that there was no geological formation in Bengal for practical teaching. It was very necessary, however, to encourage the study in India, and for that purpose Calcutta was the best place, because it had the Presidency College laboratory and the museum. For the study of other formations it was quite easy for students to visit Darjeeling or any other place in India. There was no centrally situated place where it would be possible to study Geology properly without going far afield, as the geological formations were scattered far and wide. In England students were taken periodically on long excursions for practical study.

80,488. There was a good deal of difference between the present teaching in England and in India, but there was the nucleus for an advance in India in a well-equipped laboratory and a good museum in Calcutta. When he was Lecturer at the Presidency College, the students were taken out for practical study during the Puja holidays, and now they were taken on very long excursions, going even as far as Kashmir. There was really no insuperable difficulty in the way of studying Geology in India.

80,489. (Sir Theodore Morison.) It would be a good thing to concentrate the teaching of Geology into one particular centre, with a large Government grant, but he did not know how far that would suit students from Madras and Bombay.

80,490. The career open to Geological students outside the Geological Survey Department was rather precarious, and most students, who took Geology for the B.A., became pleaders. There were two men in Calcutta who were in private practice as consulting Geologists. Even if there was a good central school of Geology in India there would not be much work for the students outside the Geological Survey Department except a few private engagements, in the development of mineral resources. But they would not be worse off than men who took up Moral Philosophy, or History, or Economics, as Geology would be quite as good a training in culture. The chief object, however, of students would be to enter the Geological Survey.

80,491. (Mr. Tipper.) He had no first-hand knowledge as to how the selection of candidates was made in England, and was glad to hear that it was on the lines laid down by himself in his written statement. He was not aware of the fact that King's College in London now gave special courses in Indian Geology.

The witness withdrew.

P. N. DATTA, Esq., late Assistant Superintendent, Geological Survey of India.

*Written Statement relating to the Geological Survey of India.*

80,492. (I.) **Methods of Recruitment.**—The method of recruitment into the Geological Survey of India has hitherto been by nomination by the Secretary of State for India.

As neither the Secretary of State for India nor the India Council are supposed to be experts in Geology, the Secretary of State is assisted in the selection of candidates for appointment by Geological experts as advisers. Hence it is obvious that the Geological Advisers to the Secretary of State must form an important factor in the final selection of candidates for the Geological Survey of India.

As the practice has hitherto been for a retired member of the Indian Geological Survey—generally a Director—to serve in the capacity of a Geological

Adviser, it (the practice) looked at from an Indian point of view, calls for a few remarks. Mr. Blanford acted in this capacity for a good many years, and the late Director (Sir Thomas Holland) is one of the present advisers.

It is not quite clear why a retired member of the Geological Survey of India should serve as a Geological Adviser to the Secretary of State for India. For it is not obvious that there is any such necessity for this step at all; for, in the first place, it is not required of the advisers to see that the candidates possess any special knowledge of Indian Geology at the time, nor is it essential at all that they should do so. This special knowledge is acquired as the person appointed goes on with his work on the Survey. In the second



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place, it cannot be that the long personal residence of a Geological Adviser may be of help in the selection of the candidates physically, for there is the Medical Board the members of which are generally Anglo-Indian (medical men) to see that the men are physically fit. In the third place, the Geological Survey of India has nothing to do with politics, and thus the advice of the man who has been "on the spot" is not a necessity in the selection of a candidate for the Survey. Thus, neither from a medical nor political point of view, nor from the point of view of special knowledge of Indian Geology, the help of an Anglo-Indian Geological Adviser is required. But it may be urged that the man "who has been on the spot" would be of help in detecting the right temperament of a candidate, that is to say, the temperament that would enable the candidate to pull on with the local officials in India and to get on amicably and smoothly with the various peoples inhabiting the different parts or frontier regions of India. This actually sounds plausible, but is yet without cogency. In the first place, in the selection of candidates even for the Civil Service of India the examination for the right temperament finds no place. There is a test there for soundness of physique and a test for skill in riding, but none as to fitness as regards temperament. And if that is so in the case of Civil Service candidates, that is, candidates who will be habitually coming in actual contact with, and living among, the various peoples and tribes, during their entire service in India, it seems strange that this test should be regarded as necessary in a Department that is purely scientific, that is to say, a Department where the officers have very little to do with the people themselves, and where their work is confined entirely to the inanimate rocks and minerals alone. No doubt when the Director of the Department visits a part of the country, he may have to come in actual personal contact with the local officials, but ordinarily the members of the Geological Survey have personally very little to do with the local officials. When a district is about to be surveyed, the district officers are informed of the intended visit of the Geologist by the Government of India through the Local Government. All that the Geologist has to do is to inform the district officer as to when his district is to be visited, asking him to furnish a *purwana* or circular letter, and Tahsil chaprasias, if need be, to enable him to get coolies and supplies. And when he has got this *purwana* (with or without the Tahsil chaprasias) he has nothing whatever further to do with the Deputy Commissioner or District Magistrate, as the case may be, during the entire time he may be working in the district. "The field duties involve no intercourse with the inhabitants—the Geologist goes about with map, hammer, and compass, and need not interfere with no one," to use Mr. Medlicott's words (Records, Geological Survey of India, Vol. XX., 1887, Part I., page 11). As for dealing with the primitive tribes, there exists no chance of friction with them if the supplies obtained are properly paid for, and if there is no attempt to use *zulum*, i.e., force and violence, against the local inhabitants. So a Geologist who is provided with a *purwana*, and does not resort to force or violence, has no difficulty whatever in prosecuting his researches with perfect ease and freedom. In the second place, assuming that an examination for temperament, though not necessary for the Indian Civil Service, is yet necessary for the Indian Geological Survey, it must be admitted that such an examination is extremely difficult if not altogether impossible to conduct. It seems impossible to tell, either from looks or from conversation extending over a few minutes, what a candidate's peculiar temperament may be. Further, it must be admitted that such an examination, if necessary at all, must be necessary alike for European and for Indian candidates, and even more necessary for the former than for the latter. An Indian officer is more likely to get on smoothly with the natives than a European officer, i.e., on account of his more intimate knowledge of the language and customs of the people than his European colleague. Yet no European candidate for the Geological Survey has yet been known to be rejected for

unsuitability of temperament, whereas at least one Indian candidate has been. Sir Thomas Holland is said to have recently told an Indian student who had taken his M.Sc. degree at Manchester that he might otherwise be qualified for an appointment on the Indian Geological Survey, but that his temperament was not suitable for it.

I will close this part of my Note with a single further remark. The camp of an English officer, in this Department, was a short while ago set fire to by the headman of the village where he was camping. No importance need be attached to such an incident, for the young officer in question is a promising Geologist, and the headman may have been chiefly to blame. Yet, were the officer an Indian, the incident would in all likelihood be, I fear, magnified out of all proportion, and used to illustrate the incapacity of Indian officers to get on with the people. If, then, the Geological Survey is a Scientific Department whose object is the prosecution of scientific work, surely the main object should be to see whether a man is properly scientifically trained and fitted, and not what his temperament may be. Hence it would appear that there is really and truly no necessity for a retired Director of the Indian Geological Survey to be connected with the India Office to act as a Geological Adviser to the Secretary of State, as the true function of the advisers seems to be to see *which of the candidates are the best qualified, that is, simply and solely from a scientific point of view*. But as this is a function that can be discharged as well by a retired member of the Indian Geological Survey, who may have spent 20 or 25 years in India, as by an English Geologist who has never been out to India, it may be asked, What objection can there be to a retired member of the Indian Survey acting as one of the Secretary of State's advisers?

From an Indian point of view there seems some fair ground for objection, and it is this. It is a fact—and it is no use blinking it—that a large number of the Anglo-Indian officials, that is, who have been for some time in this country, acquire a certain bias against the Natives of India. (I am not concerned with its origin, that is, if it is only his insular prejudice simply intensified in the case of India, but the fact is there before us.) Thus other things being equal (for the Geological Advisers would rarely have the chance of personally knowing any of the candidates before them, and would thus have to depend mostly on the testimonials or qualifications as attested by the degrees or diplomas produced by the several candidates), the chances are that should there be a Native of India as a candidate, the circumstance of his being a Native of India would consciously or unconsciously go against him with the Anglo-Indian Geological Adviser.

Hence, if the interests of Indian candidates are not to be altogether disregarded, no one connected with the Geological Survey of India should be selected to act as an adviser to the Secretary of State for India.

Sir Thomas Holland is one of the present Geological Advisers to the Secretary of State. From my personal knowledge of him, which has extended since the student days in the Royal College of Science, South Kensington, in the eighties, where we were together, I may, I think, state with confidence that as long as he continues in this capacity of Geological Adviser to the India Office there is very little chance of any Indian student, however brilliant his qualifications might be, getting into the Geological Survey. The recent case of an Indian M.Sc. of Manchester, who was told by Sir Thomas to be unfit for the Geological Survey of India by reason of his temperament, tends to confirm my belief and looks like an indication of what may be in store for future Indian applicants.

Should it therefore not be the intention that the entrance into the Geological Survey should be practically barred against the natives of India, it would be advisable to appoint, as Geological Advisers, men who are unconnected with the Indian Geological Survey and who may therefore be depended upon for their entire freedom from bias in favour or against anybody. Any British Geologists would serve the purpose, but as the Professors of Geology in London, Cambridge, Oxford, &c., might at times have pupils of their own

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amongst the candidates for employment, it were better if the advisers were quite unconnected with any of the teaching institutions. Men like Sir Archibald Geikie, or the President or the Secretary of the Geological Society of London, or Directors of English, Scotch, or Irish Surveys, for instance, would make ideal advisers; but if the services of such men are not available, any Professors of Geology either in London, Cambridge, Oxford or elsewhere might be chosen as advisers. Indian students, I might add, are not afraid to be judged on their merits. All that they ask is that they may be judged fairly and impartially.

The method of recruitment into the service hitherto in existence, viz., through nomination by the Secretary of State for India in London, means that for getting into the Survey one must be brought up in Great Britain, and not only so, he must also have influence enough in England to secure in the end a nomination from the Secretary of State; which are difficulties great enough to keep Indians almost altogether out of the Department, and this they in reality effect. Thus it is that though the Department has been in existence for about 57 years, there have been only three Indians to join it so far, viz., Mr. P. N. Bose, who retired a few years ago; myself, who am retiring this year, and Mr. Daru, who has but recently joined. Considering the difficulties of an education in England and the final difficulty in securing nomination at the hands of the Secretary of State, the chances of Indian boys entering the Survey cannot but be very slender indeed.

If it be desirable that with the spread of education in the country the entrance into the Geological Survey should be rendered a little freer for Indians by lessening to some extent the special disabilities under which they labour under the existing system, then it is necessary that the present method should be altered a little. My proposal is not to introduce any great or violent change. What I would propose is simply that the system of nomination be altered into that of competitive examination. At present, whenever there is any vacancy the Secretary of State invites applications by advertisement, I believe, and selects the number required, whether one or two or more, as the case may be, with the help of the Geological Advisers. Under the alteration proposed, the number of vacancies is to be freely advertised as now; only the selection is to depend upon test, theoretical or practical, or both by the Geological Advisers, the best among the qualified men being appointed by the Secretary of State. If Indians are to be benefited by this altered system, it would be essential that these Geological Advisers or Examiners should be persons unconnected with the Geological Survey of India.

The nomination system has many drawbacks, among which are private influences exerted from outside. If the system of examination be introduced, this will leave the authorities free from this vexatious outside private influence, a thing that, everybody will agree, is neither good nor desirable.

This system of admission by competitive examination would, if introduced, considerably lessen, I am sure, the difficulties which at present stand in the way of the Indian student. If he could feel that there was the free door of fair competitive examination before him, he would know that if he could thoroughly qualify himself there was the chance of success before him. This would undoubtedly encourage him greatly, and Geology will be studied by a larger number than is the case now.

The difficulties I have referred to as existing under the present method of nomination, that is, so far as Indians are concerned, are not imaginary. I will give an instance or two which will illustrate how exceedingly difficult it often is even to approach the India Office, to say nothing of securing a nomination.

When, after taking my degree, I approached, through my Professor, the Principal of the University, for a letter of introduction to a member of the India Council, this gentleman, who had been a Lieutenant-Governor in India and had also, if I remember correctly, served on the India Council himself, told me point-blank and without the slightest hesitation that I could not get

an appointment from the Secretary of State in London because I was born of Indian parents!

Another Indian student who had secured a Gilchrist scholarship for study in England was promised by the Lieutenant-Governor of his province an appointment on the Geological Survey should he succeed in properly qualifying himself in England. In due course he secured his London degree and did later on do also some practical work under one of the London Professors, but failed to get the appointment from the Secretary of State he had been looking forward to. How far the Lieutenant-Governor had been justified in promising an appointment in the beginning it is not for me to say. But having promised it, it was, I take it, his duty to have exerted his best influence with the Secretary of State to have his promise redeemed. Another case is that of an Indian graduate of Birmingham. Besides taking his M.Sc. in Mining he had got a first class in Geology in B.Sc.; but while more than one English graduate from the same University but who had passed out much about the same time with *lesser distinctions* have succeeded in getting appointed to the Geological Survey of India, the application of the Indian graduate met with no success. Another very recent case is that of a Central Provinces man who, after taking his M.A. in Physics and working two or three years with the Geological Survey of India, went over to England with a Government scholarship. He studied under Sir Thomas Holland himself, who is the Professor of Geology at Manchester, and secured his M.Sc. degree very creditably, so far as I know; yet he found it impossible to approach the Secretary of State for an appointment.

My belief is that if there were an open competitive examination for entrance into the Geological Survey, these young men stood a good chance of success. At any rate, even if they did not succeed, they would have known that it was their own deficiency and nothing else to blame, and there would in consequence have been no heart-burning. But as it is they are bound to smart under a feeling akin to resentment against some body or system.

We have also to consider that Geology now forms a part of curricula of studies in the Calcutta, Madras, and Bombay Universities. These Universities are turning out graduates in Geology, and it seems but fair that the best among these graduates at least should have a chance of getting into the Survey, that is, not as Museum Assistants, Fossil Collectors, or Sub-Assistants, but as graded officers of the Department. If the Indian graduates could look forward to thus entering the Department, it would not require a prophet to predict that this would serve as a great stimulus and encourage them to put forth their best efforts in the pursuit of the science. I would therefore suggest some such plan as this.—Let, every three or four years, the most brilliant man among the graduates in Geology here be chosen, and chosen most impartially; let him have one of the scholarships (or like one of those) that the Government of India periodically provides for Mining and other studies in England; provided with this scholarship he will go to England for two years and work in London, Cambridge or elsewhere at one of the Colleges, but devoting not less than three months each year to field work with the Geological Survey of England, Scotland, or Ireland, and return at the end of these two years to India to join the Geological Survey, getting his appointment from the Secretary of State. At present the first two years of service on the Geological Survey of India are regarded as probationary. So the Indian graduate who would thus spend his two years in England may practically be regarded as having served his probationary period there. And should the selection be made thoroughly impartially and with care, there is no reason to fear but that he will turn out a success. But should a man occasionally prove finally disappointing, he need not be taken on the Survey.

I would propose this arrangement so long as the present method of recruitment by nomination continues. Should the system of competitive examination be introduced, the Indian graduate will then, of course, take his chance of success at the end of his two years,

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course in England with the rest of the candidates for appointment.

The teaching of Geology at the Madras, Bombay, and Calcutta Universities is now all in the hands of the Geological Survey of India, a member of the Survey being deputed for the time being to undertake the work. In Calcutta, especially, this connection of the Geological Survey with the Geological classes of the Presidency College has been close and long. For ever since they were instituted, that is, nearly 25 years ago, these classes have all along been conducted by some one member or other of the Survey. Sir Thomas Holland was, I think, the first Lecturer, and Mr. Tvedenburg has been long connected with the work. So the training that the young men attending the Geological classes at the Presidency College here have been receiving must have been thorough and sound. Hence we cannot but be confident that the best of the graduates from India will, with a little further training in England, as a finishing touch, turn out perfectly competent for service on the Geological Survey as graded officers.

Should anybody be disposed to be sceptical and say that these Indian graduates do not possess a sound mastery on their subject and that their degrees are not worth much, then just imagine what this amounts to. You offer to train up a young man yourselves in a certain subject; he takes it up, studies it for years and takes his degree. Then at the last you tell him he is not worth his salt! He might have gone in for some other subject and made a career for himself but for your invitation. But now he has ruined himself, being now "neither fish, flesh, nor good red herring." As such a procedure would, I am sure, be nothing short of criminal, we will refuse even to contemplate such an alternative and must take it for granted that his training has been satisfactory and sound; otherwise the classes should have been abolished in all honesty. Should the Indian graduate discover any deficiency, it will get rectified as he pursues his scientific work on the Survey.

With regard to the recruitment of graded officers of the Department from the Sub-Assistant class.—In order to train up and utilise Indian youths for service on the Geological Survey, two Indians were first appointed in 1872 on the Survey, as an experimental measure, forming a class by themselves and being styled Sub-Assistants. They generally work under the supervision of the graded officers of the Department.

The present two Sub-Assistants form the second batch of the experiment.

From the reports of their work by their superior officers they would seem to be doing good work.

Year by year we are having increasing numbers of graduates of Geology turned out by the Universities in India. So in order that the Department might make greater use of the indigenous material that is coming out of the Indian Universities, and to make the service attractive, I would suggest—

(i) That the number of Sub-Assistants should for the present be increased to six, the scale of pay being somewhat on the following lines: Rs. 200—15—350. Rs. 350—25—700. The present scale of pay of the Sub-Assistants was fixed about 40 years ago, when there was no provision for the teaching of Geology in India. The first batch of Sub-Assistants were paid during the first five years of their service for being trained to do the elementary work of the Geological Survey. Since then the cost of living has more than doubled, and all Departments of the Government of India have been reorganised and the salaries improved to meet the increased cost of living. The scale of pay of the Sub-Assistants now stands lower than that of the previous incumbents, although a better type of men are now available. Hence the necessity for a substantial increase and the scale of pay recommended, viz., Rs. 200—(15)—(25)—700. These figures are lower than the scale of salary of men employed in other Government Departments and discharging duties equivalent to those of the Sub-Assistants of the Geological Survey of India, although, in most cases, service in other Departments does not entail the expense and

hardship of their being separated from their families during considerable periods.

(ii) That Sub-Assistants of five years' standing should be held eligible as candidates for vacancies in the grade of Assistant Superintendents; and that should the Director of the Department regard a particular Sub-Assistant as having exceptional merits, he may recommend to the Secretary of State that the Sub-Assistant in question may be appointed to fill a vacancy about to occur.

(iii) That the Sub-Assistant selected for promotion may be asked to prosecute a course of higher Geological studies or research for two years in Europe.

80,493. (IV.) Conditions of Salary.—Prior to 1906 the officers of the Department were graded, with a scale of monthly salaries, as follows:—

Director . . . .	Rs. 1,500-60-1,800
Superintendents . . . .	Rs. 700-50-1,100
Deputy Superintendents . . . .	Rs. 500-40-700
Assistant Superintendents . . . .	Rs. 350-30-500

On reorganisation of the Department in 1906 the salaries were raised as thus:—

Director . . . .	Rs. 2,000.
Superintendents . . . .	Rs. 1,000-80-1,400.
Assistant Superintendents . . . .	Rs. 350-30-500 for 1st five years.
	Rs. 500-50-1,000 thereafter.

On grounds, among others, that those members that have joined the Department since 1907 are not allowed compensation allowance, that Calcutta is one of the "most expensive places in the world," that duties of the Survey entail great physical combined with strenuous mental exertion, that the prospects of promotion to the Superintendent's grade are small and that they are not allowed private practice, the majority of the present members of the Survey now ask that their salaries may be raised still further, viz.:—

	Existing Pay (Monthly).	Pay asked for (Monthly).
Director . . . .	Rs. 2,000	Rs. 3,000
Superintendents . . . .	1,000-80-1,400	1,500-100-2,000
Assistant Superintendents . . . .	350-30-500	500-50-1,500
	500-50-1,500	

Comparing now the maximum monthly salaries of the Directors of the Geological Surveys of India, United Kingdom, United States and Canada, the table stands thus:—

	Rs.
Director, Geological Survey, India . . . .	2,000
" " " United Kingdom . . . .	1,250
" " " United States of America . . . .	about 1,500
" " " Canada (not more than Rs. 1,000—so far as my information goes).	

Looked at in detail the scales of pay of the members of the Geological Survey, United Kingdom, and of those of the Indian Survey are:—

#### United Kingdom.

	Maximum Monthly Pay. Rs.
Director . . . .	1,250
Assistants to Director . . . .	937-8-0
District Geologists . . . .	750-0-0
Geologists . . . .	375 or 500

#### India.

Director . . . .	2,000
Superintendents . . . .	1,400
Assistant Superintendents . . . .	1,000

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Thus the existing rates of the salaries of the members of the Geological Survey of India are seen to be a good deal higher, in fact nearly double, those of the members of the Geological Survey of the United Kingdom. This higher Indian scale is, of course, justified on the ground of India being the "land of exile" and "regrets."

But the prayer of the present members of the Indian Survey is for a still further rise, and, if granted, the rates compared with those of the United Kingdom will stand thus:—

## United Kingdom.

	Rs.
Director - - - - -	1,250
Assistants to Director - - - - -	937-8-0
District Geologists - - - - -	750
Geologists - - - - -	375 or 500

## India.

	Existing Pay.	Pay asked for.
	Rs.	Rs.
Director - - - - -	2,000	3,000
Superintendents - - - - -	1,400	2,000
Assistant Superintendents - - - - -	1,000	1,500

The increase asked for certainly seems high. Considering, however, the importance of the post, the Director's pay might be somewhat increased, but the increases of pay from Rs. 1,000 to Rs. 1,500 for the Assistant Superintendents and from Rs. 1,400 to Rs. 2,000 for the Superintendents do not seem called for. India is no longer the golden pagoda tree she used to be; if she could afford to pay higher salaries to her Geologists, there would of course be no objection. But evidently she cannot afford it. Famine and pestilence, from which India is now never free, attest to her condition of penury and destitution. And in this state she cannot really afford the luxury of such very high salaries for her Geologists. She has to cut her coat according to her cloth, and must fix her payments according to the state of her exchequer. She is, I presume, quite content with the present qualifications of the staff of the Survey and with the kind of work that is being turned out by them.

It might be urged that unless the present salaries were increased the members of the Survey might prematurely leave the Service. If they find that they can do better elsewhere they will of course go; and when such resignations or early retirements begin to occur, it would be time enough to consider the matter. But so far there does not seem any reason to apprehend any such danger. Of the men who have resigned or retired early within the last few years, Mr. Oldham left because of supersession; Dr. Walker because of his success in securing a professorship in his native land, and Mr. Smith owing to ill-health. The cause of Sir Thomas Holland's retirement was, I believe, his success in securing a professorship in his own country. The reason why Messrs. MacLaren and Lake went was, I think, disagreement with the Director and ill-health, respectively. Of these men who thus left early, Sir Thomas Holland and Dr. Walker have got professorships in their native lands. We have not heard what eminence the others may have attained to. So we might, I think, fairly conclude that the existing rates of pay on the Geological Survey of India are not altogether unattractive, especially when we remember that the Indian scale of pay is actually so much higher than that of either United Kingdom or United States of America, the two richest countries in the world and where geologists generally possess a world-wide reputation.

With regard to the increase in the number of the Superintendents. If the qualifications of the Assistant Superintendents are really so high as they are stated to be, and this is advanced as one of the reasons for an increase of pay, then it would seem unnecessary to divide the Assistant Superintendents into so many field parties and to detail a Superintendent to regularly

supervise the work of the different parties. A Superintendent need ordinarily only supervise an Assistant Superintendent's work when the work is of an exceptional complexity, or where there is ground for dispute. That is to say, if it is maintained that constant supervision of an Assistant Superintendent's work would be required, that would mean that the Assistant Superintendents are not really so highly qualified as they claim to be, and thus the main ground for a rise in their pay falls through; while, on the other hand, if they are really so highly qualified as they are stated to be, then constant supervision of their work would not be needed, and in that case an increase in the number of Superintendents would be uncalled for and unnecessary.

Since Sir Thomas Holland's *régime* it has come to be the practice to retain one of the Superintendents at headquarters in order that he might take charge of the office. This seems to be rather a waste of the knowledge and experience of a Superintendent. For the charge of the office might as well be undertaken by a senior Assistant Superintendent, as has actually been done on many occasions, and as is actually the case at the time of writing this, and with perfectly satisfactory results, I believe, leaving thus the services of all the three Superintendents to be fully utilised in the more important work of the Survey.

Thus everything considered there hardly seems any cogent reason for increasing the number of Superintendents from three to five.

The Geological Survey of India has neither a Petrologist nor a Palæontologist on it. It never had a Petrologist, and since Dr. Noetting left the Survey has had no Palæontologist. How a Geological Survey can get on without a Petrologist and a Palæontologist would be a puzzle to many. To the conundrum—"When is a Geological Survey not a Geological Survey?"—the answer might not inaptly be—When it has neither a Palæontologist or Petrologist! I am not so sure whether a Chemist is a greater necessity than a Palæontologist or a Petrologist. Unless a Survey became a mere Mineral concern, it can hardly get on without its Palæontologist or Petrologist.

80,494. (VII.) Limitations in the employment of non-Europeans on the Geological Survey of India. —The term "non-Europeans" would, strictly speaking, include Canadians, Australians, &c. But what is evidently meant here by "non-Europeans" is Natives of India.

There are no rules in black and white limiting the number of Indians to be admitted to the Geological Survey. But though it is so, the difficulties of admission into the Survey already adverted to have served as an effectual bar so far as the Indians are concerned. The Survey has been in existence for 57 years, and during all this time there have been only three Indians to enter it. Considering the extreme smallness of the number and seeing that the history of the Service may be coming under a close examination with a view to revision or modification, and remembering also that witnesses may not be wanting who may be ready to testify that Indians are "not yet" fit for such highly scientific work as is required on the Survey, this very smallness of the number being perhaps adduced as evidence of this incapacity, it is not improbable that discussion may arise as to whether it is desirable at all to take any more Indians on the Survey's graded list. Under these circumstances it may not be out of place to briefly indicate how the three men, the only men to join the Department so far, may have actually done their work.

Before doing so it is difficult to avoid a passing reference to the repeated attacks upon the Natives of India by Mr. Medlicott during his Directorship of the Survey. Mr. P. N. Bose joined the Department in 1880 and was the first Indian to enter it. Mr. Medlicott's disparagement was not confined to Mr. Bose and his work alone, but was extended to the entire Bengali race, though he had had no experience of any other Bengali. But not content with this, Natives of India as well as those of the whole continent of Asia came in for his general condemnation. Mr. Medlicott pours forth his soul on the question of the employment of the Natives of India in his Annual Report for 1886

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(Records, Geological Survey of India, Vol. XX., pages 11-13). The remarks there are too long for quotation here, but it will amply repay perusal to anyone who has half an hour to spare for diversion. The subject of the employment of the Natives of India on the Survey seemed to have acted on Mr. Medicott as a red rag on a bull. It is, in fact, incredible to believe that the mind of a man who was the head of a Department that is professedly wholly scientific could be swayed to such an extraordinary extent by bigotry and prejudice. To give a solitary quotation : Mr. Medicott says, for instance, on page 3, Part I., Vol. XX., Records Geological Survey of India : "Dr. King reported upon "Mr. Bose's work as still exhibiting the want of "observation and study that had been found fault "with in previous seasons; I may, however, add that "since going to the field this season Dr. King has "written less unfavourably of Mr. Bose. I only hope "he has not been beguiled." (The italics are mine.) It is strange how far a man may be blinded by prejudice. Mr. Medicott does not even seem to have perceived that such extreme exhibition of prejudice defeats the very ends he aims at and is oftener than not likely to discredit him with the higher authorities.

The remarks of Mr. Medicott, as recorded in the publications of the Geological Survey of India, bear out quite plainly his love for the Natives of India in general and those of Bengal in particular. But how deep-rooted his prejudice against the Bengalis—his pet aversion and *bête noire*—was would be shown by the following incident.

Once during a visit of Mr. Medicott's to Rurki he asked for and got the help of one of the students there in going over certain parts of the neighbouring country. The student—a young fellow of good physique and plenty of energy—took him over the ground, and Mr. Medicott was so pleased with the activity and energy of the young man that he told him that it was young men like him that he (Mr. Medicott) would like for his Survey (*i.e.*, the Geological Survey) and so on. Eventually Mr. Medicott happened to inquire into his name, but no sooner had he replied that it was "Chatterji," the effect was magical and instantaneous; for during the rest of the journey home he never said another single word to Chatterji! (Mr. Medicott knew that no other Indian except a Bengali could be a Chatterji.) I had the story from Mr. Chatterji himself, who rose to be an Extra Assistant Conservator of Forests. He was one of the most able officers in his Department, and would have made his mark under more favourable circumstances.

Coming now to the consideration of the three men—the only men to enter the Department during these 57 years—so that one might judge how these may have done their work, first comes the case of Mr. P. N. Bose. The Directors Mr. Bose served under were Messrs. Medicott, King and Griesbach and Sir Thomas Holland. The severe condemnation of Mr. Bose's work by Mr. Medicott is writ all too large in his Annual Reports and has already been adverted to. Dr. King, the next Director, often wrote highly of him, though from Mr. Griesbach Mr. Bose did not succeed in gaining approbation. The last Director he served under was Sir Thomas Holland. At the time Mr. Bose left the Department Sir Thomas recorded, in the Quarterly Notes, No. 3, ending 31st December 1903, and dated Calcutta, the 1st January 1904, that "Mr. Bose retired "on 1st December after a service of over 23 years and "has the satisfaction of knowing that in his last year's "work he has put the country in possession of a piece "of property which, without counting his other services, "is sufficient to balance his total expense to Govern- "ment." In these days when one of the main objects, if not indeed the main object, of the Indian Geological Survey is the discovery and development of mineral resources of the country, such testimony from such a mineral expert as Sir Thomas Holland is a certificate *in favorem* of Mr. Bose, a certificate clearly testifying to Mr. Bose's having been a success and not a failure on the Survey.

If Sir Thomas Holland's verdict is to be accepted, Mr. Medicott's condemnation of Mr. Bose must have been unmerited and undeserved.

It may be added that though the Geological Survey and the Government of India failed to appreciate Mr. Bose's work, the public did not, for as soon as he retired he began to earn by private work, if Sir Thomas Holland is to be believed, an income greater than that of the Director.

As for Mr. Daru, his appointment is, it seems to me too recent for passing final judgment on him.

There remains then my own case alone. But supposing my case to have been a failure, would it be fair to generalise that all Indians are unfit? Among the total number of the English, Scotch, Irish, Germans, Austrians and others that have been on the Survey, surely they have not been all successes, but there have been some failures? Among so many men from Europe and America (we have had one or two from Canada) there are bound to have been some failures; and it would not justify one to conclude that because certain Englishmen did not prove successful on the Survey, as has several times happened, others of that nationality are likely to prove unfit for it. Similarly, admitting that I have not proved a success, would it be fair to generalise that all Natives of India are likely to prove failures? Referring to my own case, Mr. R. D. Oldham, then a Deputy Superintendent in the Department, with whom I spent the first field season after joining the Department, reported me, at the end of the season's work, as "physically, morally and intellectually" unfit ("spiritually" was left out, but perhaps through oversight). Dr. King was the Director when I joined, and he had no adverse report to make against me (except what he had written based on Mr. Oldham's report at the end of my first season) during his incumbency. Yet I could never make out why I was superseded by my junior in the filling up of the vacancy in the Deputy Superintendent's grade that arose in consequence of Dr. King's retirement, although the incoming Director (Mr. Griesbach) had sent up my name for promotion, I happening to be the Senior Assistant Superintendent at the time. (That my joining the Department was not to his taste might appear from almost the first words Dr. King said to me on my reporting myself to him on my arrival in Calcutta, *viz.*, "Why didn't you join the Education Department?" No doubt he said this in jest, but he seemed very earnest in his jest, and probably echoed the general opposition to the appointment of Indians on the Survey.)

As for Mr. Griesbach, the next Director, I had all along had the good fortune to earn his entire approbation during the first years of his Directorship, *i.e.*, till 1902 or 1903, that is, until differences of opinion arose between Mr. LaFouche and myself about our Northern Shan States work. When, therefore, during my furlough to Europe in 1897, I called at the India Office and was told by Sir Charles Bernard that Mr. Griesbach (who was also in Europe at the time) had reported that I had not been proving satisfactory on the Survey, I need not say that I was taken completely by surprise at this news. For so far as I know there was not a bit of work I had done up till then that had not met with Mr. Griesbach's approval. So my surprise and astonishment was naturally great to hear from Sir Charles of such wholly unexpected report of my work by Mr. Griesbach. (I am sorry to have to say anything against one who is dead, but I am sure I am doing no injustice to Mr. Griesbach's memory as I am stating the simple truth.) The next Director I served under was Sir Thomas Holland. I must say I had rather a stirring time under him, and could relate many an experience, but will content myself with one or two only.

While Mr. Griesbach was still Director and Mr. (now Sir Thomas) Holland was a Deputy Superintendent like myself, and before, therefore, he could really be in a position to competently pass any opinion about my work, he met Mr. Griesbach one day in one of the passages in the Geological Survey Library, near which I was working, and said that both of us, meaning Mr. P. N. Bose and myself, were "no good." I was working at my table and could not help overhearing their talk; but I must say in justice to Mr. Griesbach's

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memory that he (Mr. Griesbach) defended me against Mr. Holland's charge.

Soon after Mr. (now Sir Thomas) Holland became Director there was more than one vacancy in the Superintendent's grade, and as I had officiated several times in that grade, and found that, even after some months, no steps had been taken by the Director to have them filled, I went up one day to speak to him about the vacancy, when Sir Thomas not only said he was not going to recommend me for it (only he expressed himself in much more forcible language), but he told me, among other things, that he was going to report my "blunders" to the Government of India.

But when I mentioned in reply that if he reported my blunders he would, I hoped, report the mistakes that others also might have made in that connection, he said he would do in that respect just as he pleased. Evidently what he said was meant seriously. For, no sooner had the fossils been despatched to Europe, the Survey Artist at the time (Mr. Garrick) was ordered by Sir Thomas to prepare a small map of the portion of the Northern Shan States under controversy, I being asked to help to correctly place the most important localities. So everything was kept ready against the arrival of information from Mr. La Touche in Europe. But when Mr. La Touche's letter arrived, and it was found that I was correct after all, Sir Thomas declared to me that the matter possessed only an academic and secondary interest, and was thus of little importance. After this, no one saw anything more of that Shan States map prepared by the Survey Artist, nor did we hear anything more of the Shan States "blunders." Nor did Sir Thomas ever say in the publications of the Department a word about my views having been right, though he had threatened to report my case to the Government of India, having fully expected that I should prove wrong in my views. Evidently his object in thus intending to report my "blunders" to the Government was to strengthen his case to have me superseded. But though Sir Thomas had no mistakes of mine to report to the Government he ultimately gained his end, and I was superseded, and superseded I have remained.

Everybody knows what stigma attaches to stoppage of promotion. And I should not be surprised if this very stoppage of my promotion were adduced now as evidence to prove that I have been a failure on the Survey. Mr. P. N. Bose was still a Deputy Superintendent when he retired, after more than 23 years' service. Thus to the outside public the fact that none of us, neither Mr. Bose nor myself, could get into the Superintendent's grade, cannot but have a condemnatory significance.

Perhaps I have been a failure. But what I would submit is that because I may not have been a success, it would not be just, fair, or logical to arrive at the conclusion that all Indians will be failures on the Geological Survey, and are thus unfit to serve on it.

Personal matters are always unpleasant, and besides I have nothing to gain by recalling these experiences, especially as I am retiring immediately. My only object in stating them is that should men of such note as the late Director of the Geological Survey be found giving evidence testifying to the unfitness of the Indians for service in the graded list of the Geological Survey of India, it may be remembered that bias will often warp the judgment of even the cleverest of our men, that their statements may not therefore be taken literally, but received with reservation, and that the cause of the Natives of India may not suffer.

80,495. (IX.) Other points: on the Indian Employés in the Public Services Generally. — Another matter that it seems desirable should be drawn attention to is about the Indian employés generally in the service of the State, and it is this. It is a strange fact, but true, that there is a general complaint as to a proper want of appreciation of the work done by the Natives of India by their superior English officers. When an Indian colleague or subordinate has done some good work, the tendency on the part of the higher officials is either to belittle it or ignore it altogether. There seems a want of that spirit of generosity which gladly recognises

and welcomes the goodness of a piece of work, done by whosoever it may be. And this want of generosity of spirit seems hardly consistent with that "British spirit" of which we are hearing so much just now, and which should, one would expect, characterise the "best Civil Service in the world" that India enjoys. How to account for it is a problem not for the layman, but for the statesman; but that it exists would appear to be beyond doubt from the universality of the complaint. The complaint that the work of an Indian does not generally meet with proper recognition is so general that it seems a duty to draw attention to it.

As a bare statement that the thing exists will not be considered sufficient, I will here refer to a few instances from my own experience in illustration. (The following refers to the work done in the Northern Shan States, Burma, a few years back.)

(i) The Devonian beds were first discovered by these beds were pronounced at the time by Mr. T. D. La Touche, then Superintendent in the Department, as Upper Silurian, but were admitted by him to be Devonian the next season.

(ii) I also discovered beds of carboniferous age in the Tawngtek beds in the Northern Shan States during the season 1900-01.

I noticed this discovery in my Progress Reports for the year, and again for the years 1901-02 and 1902-03. But it was not until March 1905 that the Department recognised the existence of carboniferous beds at all in the Northern Shan States, but even then the credit of the discovery of these beds was not ascribed to me, but to someone else.

(iii) Mesozoic rocks were first recognised and reported by me in the Kyaukkyan beds in 1899-1900; these same beds having during the same season been reported as Devonian by Mr. La Touche.

The Napeng beds, discovered and described by me as Mesozoic during 1900-01, have since been the subject of a Memoir, being Memoir No. 4, Volume II, New Series, *Palæontologia Indica* (1908), by Miss Maud Healy, of Oxford, who agrees with me in regarding them as Mesozoic.

(iv) The Hsipaw beds reported as Upper Mesozoic (Cretaceous) or even Tertiary by me, but as Devonian by Mr. La Touche, during 1899-1900, were regarded by the Director (Mr. Griesbach) as probably Jurassic in 1901-02 and as Upper Jurassic or Lower Cretaceous in 1901-02, and noted simply as Jurassic by Sir Thomas Holland in 1903, the Jurassics being included in the Mesozoics, while the Devonians lie outside the Mesozoics and form part of the Palæozoic rocks, which means a very great difference in age. Thus here also my views were confirmed both by Mr. Griesbach and Sir Thomas Holland.

A Memoir, written by Miss Maud Healy, of Oxford, on the Napeng beds in the Northern Shan States, has recently been published as a volume of the *Palæontologia Indica*. These beds were first named and described by me, and ascribed a Mesozoic age by me in 1900-01. Miss Healy's Memoir, just referred to, establishes finally that the Napeng beds are Mesozoic—the view held by me from the beginning. Miss Healy has also been good enough, from the fossils discovered by me in this area, to establish a new genus, *Datta*, founding a new family *Dattidae*, on it.

Further, when in 1904 the discovery of the Devonian beds in the Northern Shan States, Burma, in 1899-1900 was ascribed to Mr. La Touche, and when I, in my letter No. 9, dated October 14, 1905, drew the attention of Sir Thomas Holland to the fact that the Devonian beds had in that year been really discovered by me, Sir Thomas did not condescend to acknowledge it.

When again, in 1905, Sir Thomas Holland announced the discovery of Middle Productus Limestone fossils in the Northern Shan States by Mr. La Touche, without any mention of the fact that I had made the discovery of Carboniferous beds there and reported it as early as 1900-01, I drew Sir Thomas Holland's attention to this matter in my letter of 14th October 1905, and appealed to him to consider if it was quite fair thus altogether

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Mr. P. N. DATTA.

[Continued.]

to ignore my work in this connection, Sir Thomas gave me no reply.

It would therefore seem that work deserving some recognition at least had been done by me on all these occasions, but that it had been left unnoticed by Sir Thomas Holland.

When, however, a mistake was made by me with regard to a small outcrop of shales and in the colouring of some maps in 1903-04 (so far as I can recollect) the fact was not only at once officially communicated to me by Sir Thomas, but was also without any delay published in the Quarterly Notes No. 1 of 1905-06, dated 1st July 1905, and thus brought to the notice of the Government of India.

When this last point was brought to the notice of Sir Thomas Holland in my letter of 14th October 1905, and he was therein requested to consider whether it

was not hard on me to make rather a trivial point so prominent and to draw the attention of the Government of India to it, while no recognition had been given by him to my chief work in the Northern Shan States, Sir Thomas vouchsafed no reply.

The above instances will, I trust, show that while no recognition had been given to the principal work I had done in the Northern Shan States, either in the publications of the Survey or demi-officially or even verbally, by Sir Thomas Holland, he had no hesitation in bringing at once to the notice of the Government of India some trivial defects of mine in the Quarterly Notes of the Department as alluded to above. The work in the Northern Shan States had been hard and strenuous, and all that I apparently received as a result of my services there was broken health and supersession.

Mr. P. N. DATTA called and examined.

80,496. (*Lord Ronaldshay.*) The witness was Assistant Superintendent in the Geological Survey Department and had officiated several times as Superintendent. He had now retired.

80,497. At present Indians had not sufficient opportunities to enter the Service and a competitive test or examination should be substituted for the system now in vogue. There would be a sufficient number of candidates available when a vacancy occurred. This competitive test should be held by a board of men like Sir Archibald Geikie, President or Secretary of the Geological Society of London, the Directors of the Geological Surveys of England and Wales, Scotland, or Ireland, or failing these, any British Professors of Geology, unconnected with the Geological Survey of India. At present the head of the Geological Survey of Great Britain was one of the advisers to the Secretary of State, but he could exert little influence. He objected to an ex-member of the Service in India being on the Board as he might be prejudiced against Indian candidates. In fact the presence of the present ex-member of the Survey on the Board seemed to have recently served as a bar to the admission of Indians into the Service. He therefore saw great disadvantage in any member of the Department being connected with the selection of candidates in England.

80,498. Young Indians who had done well in Geology in India should be given a scholarship and sent to England, and the selection should be absolutely impartial.

80,499. Half a dozen men should be selected, and their testimonials examined to see whether they had gone through a course of post-graduate work or field work, and gave evidence of original scientific work. In that way it would be quite simple to pick out a man likely to do well in the Department. The selection might be made by the Director of the Geological Survey in India, but he would like the selection to be made as carefully and impartially as possible, as he had knowledge of instances where even in the case of appointments of Sub-Assistants to the Survey there could be little doubt that impartiality had not been observed. It being so in the case of the non-gazetted staff, that would make it all the more imperative that in the selection of candidates to be sent to England for the graded service there should be no chance of any favouritism or partiality, for an incompetent man chosen carelessly or otherwise would be cited as a further evidence of incapacity on the part of the Indians for the Geological Survey.

80,500. With regard to graduates, who could not go to England, they might be taken into the subordinate service, and after a certain number of years, the best amongst them should be sent to England and given a chance to get into the higher service. He would not have any alternative methods but adopt the two methods suggested in his written statement.

80,501. There was no need to increase the number of Superintendents, as senior Assistant Superintendents could be put in charge of field parties with satisfactory results, as was actually the case formerly. Former Deputy Superintendents (who would now be senior Assistant Superintendents) had often been in charge of field parties. Neither was it necessary to have a Superintendent in charge of the Office when the Director was away. When he retired in June last an Assistant Superintendent had been in charge of the Office for nearly a year and had been doing the work well, other Assistant Superintendents having also similarly served before him. He had never been in charge of the Office himself.\*

80,502. Every geologist was a chemist, palaeontologist, and petrologist, but now that all the branches had become specialised it was necessary to have a whole-time officer for the work of the palaeontologist alone. His work in connection with the identification of fossils was very important, if the Department was to remain really a Geological Survey.

80,503. He did not think members of the Department should be allowed to take private practice, because, as Sir Thomas Holland had said, it would be exposing them to temptation. Being on the Government Survey gave a man a certain status, and his opinion would be sought much more than the opinion of anyone else, and an officer when approached might yield to the temptation of a large offer. Thus, though the privilege of private practice might be good for him, so far as his private purse was concerned, it would be bad for the Government.

80,504. (*Mr. Abdur Rahim.*) The reason why he put the selection of a scholar into the hands of the Director while objecting to anyone connected with the Survey Department being on the committee in England, was because there was no other Geological authority in India recognised by the Government, and nothing more satisfactory could be done in the present circumstances.

\* The witness afterwards wrote that in stating before the Commission that he had never been in charge of the Office himself, there was a slip of memory on his part, for he had been in charge of the Office for some months in Mr. Eric-bach's time.

The witness withdrew.



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Sir T H HOLLAND

At the India Office, Thursday, 7th May 1914.

PRESENT

THE RIGHT HON THE LORD ISLINGTON, GCMG, DSO (Chairman)

THE EARL OF RONALDSHAY, MP  
 Sir MURRAY HANMICK, KCSI, CIE  
 Sir THEODORE MORISON, KCSI  
 Sir VALENTINE CHIROL  
 MAHADEV BHASKAR CHAUBAL, Esq., CSI

ABDUR RAHIM, Esq  
 FRANK GEORGE STY, Esq., CSI  
 HERBERT ALBERT LAURENS FISHER, Esq.  
 JAMES RAMSAY MACDONALD, Esq., MP

M S D BUTLER, Esq., CVO, CIE } Joint Secretaries  
 R R SCOTT, Esq }

Sir THOMAS H HOLLAND,\* KCSI, DSC, FRS, Professor of Geology at the University of Manchester called and examined

80,505 (Chairman) The witness was professor of geology at the university of Manchester, and was previously Director of the Geological Survey of India. He had been asked on four occasions since 1910 to assist in considering the qualifications of candidates for appointments to the geological survey of India. The number of candidates varied greatly and it was not possible to give an average. On the first occasion the committee were asked to select three, and on the three other occasions one. The applications were fairly large, but were narrowed down considerably on examination of the papers, and still more after a personal interview. On the first occasion there were 23 applicants, on the second something less, on the third the list numbered about 8 or 9, and on the fourth only the residue of the previous candidates was considered.

80,506 The vacancies were always advertised and notified by circular to all universities. Anyone could obtain a form of application from the India Office. There was no fee of any sort at any stage, and every candidate could be quite certain that his qualifications would be considered.

80,507 When the applications were received the witness went through the statements made by the candidates, which included information with regard to their school training, their college and university degrees, and their post graduate scientific work, if any. Those statements were always accompanied by testimonials and by references for further confidential inquiry. In accordance with the information so obtained, either directly from the candidate or indirectly from those given as references, the candidates were divided into three classes: first, promising candidates obviously suitable for interviewing; secondly, promising candidates who might be held in reserve; and thirdly, obviously unsuitable candidates. To get into the first class it was necessary for a candidate to be under 25 years of age and to have a first class honours degree, or an otherwise good degree supplemented by research work, and in all cases satisfactory testimonials and references. A summary of the qualifications of each candidate was then made in explanation of the classification adopted, and was returned to the India Office, with the papers in detail, in order that the obviously eligible candidates might be invited to come up for an interview.

80,508 For the purpose of having an independent opinion, he had always suggested the co-operation of the director of the geological survey of Great Britain, and on three occasions Dr Teall had undertaken that duty, and on the last occasion Dr Strahan, the new director, had assisted.

80,509 For estimating the relative merits of the candidates selected for interview there had always been an oral examination in general geology, with a certain number of questions to cover each candidate's special line. If a candidate had done any research work he was asked to explain in what way precisely his work had affected the progress of geological science. During the interview each member of the committee recorded independently his marks in two columns, one indicating the purely geological knowledge revealed by the oral examination, and the other, the personal impression made by the candidate, i.e., his ability to state his facts clearly and in order, the quality of his method of

reasoning, and his suitability in temperament and of character to undertake the responsibilities of an officer not continually under the direct control of a superior. The marks recorded in the two columns were added to the estimates already made from the preliminary examination of the candidate's papers. The three columns were then added together and in accordance with the totals the candidates were arranged in order of merit. The reports were then sent to the secretary of the revenue and statistics department at the India Office who satisfied himself by a further personal interview in the presence of the committee as to the suitability of the selections made.

80,510 On the only occasion on which Dr Strahan had been associated with him all the candidates were rejected, as they were below the required standard in simple geological knowledge. They came into class No 1 in the preliminary work but failed in the oral examination. He did not know whether they had taken honours degrees but they had on paper qualifications sufficient to warrant an interview. It was not possible to look on an honours degree as the only qualification.

89,511 No candidate was placed over another until the whole of the three stages already described, had been gone through and the committee was governed not by their impressions but entirely by the totals. On every occasion Dr Teall and he had agreed about the first and second candidates. On one occasion they differed about the third and fourth, the witness having placed a candidate third whom Dr Teall placed fourth. Dr Teall's third candidate was rejected by the Medical Board, and witness's third (Dr Teall's fourth) was selected, and that happened to be a statutory native of India.

80,512 Since the adoption of the present system of selection every recruit appointed had been, without exception, reported on most favourably by the director of the geological survey. The system, of course, was practicable only for a small service. It was obviously preferable to a simple competitive examination in which only one phase of a candidate's qualifications could be tested. At the same time, the mechanical inclusion of marks obtained during the oral examination made one part of the system purely competitive. The results thus obtained were, however, controlled by giving marks for the full academic history of the candidate, the evidence of those who knew him personally, and the impressions of the Committee regarding his personal qualities. Neither of those constituents was taken singly, the total marks determined the order of merit.

80,513 There had been a small number of Indian candidates on each occasion that a vacancy was advertised. Most of them were technical scholars, who had taken their course of mining in the Birmingham University. Although none of them reached the standard of academic qualification in geology required for Class I, the apparently best qualified of them had been invited for interview. On the oral examination in each case the candidate had broken down. Most of the Indian candidates who had approached the standard of academic qualification required were also distinctly over the age limit, although this was not so strictly drawn with regard to them, because the committee would naturally like to get an Indian candidate if a suitable one could be obtained. He had only come across one Indian scholar in England who could be

\* This witness did not submit a written statement.



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[Continued.]

regarded as definitely up to the necessary standard, and he was already over the age-limit when he came to England. This gentleman had never been a candidate for the geological survey, but with his qualifications and training he ought to be able to obtain a far more remunerative employment in the mining world. He had nominated him for a post in India with an initial salary which was greater than that which he would have got as a member of the geological survey, but he feared from his letters that his over-anxious temperament might give him an exaggerated impression of the uncertainties of private employment, and he had recommended the Government of India to consider his qualifications for the present vacancy. From the technical and scientific point of view, the gentleman he referred to no doubt possessed the required standard of knowledge and ability, but he was now 31 years of age, and it would be difficult to fit him into the regular service.

80,514. Experience showed that in present circumstances it was difficult to obtain Indian candidates comparable in qualifications to those who made application in England. With a service so small as the geological survey it seemed inadvisable to make any artificial arrangement for securing the appointment of any specified proportion of Indians in the superior service. It was in the best interests of the country to appoint the most highly qualified recruits obtainable, regardless of nationality, and, although it would naturally give him personally a certain amount of additional pleasure to be able to nominate an Indian candidate, he was forced to accept the purely mechanical results of the system of valuation prescribed and found so far to be successful. The total number of appointments available in the geological survey was so small that no community could regard it as a grievance to be unrepresented.

80,515. So far as direct recruitment to the superior list was concerned, the only practicable way to secure qualified Indians was for the director of the geological survey to forward through the Government of India the names of any Indian students who attained the required academic standard. It would then be necessary to devise a scheme of test which would compare fairly the candidates in India with those in England. For example, the director of the geological survey might be required to make an estimate of the academic qualifications of each candidate with reference to the standard of a first class honours degree in England, and to assure himself by personal interview and by oral examination that the candidate would be a desirable colleague, and that he possessed a sufficiently high standard of geological knowledge. A certificate might then be sent to England, and the Secretary of State might then institute a purely competitive examination. The examination would, in this case, have to be conducted with the same papers both in India and in England, and the results would be judged by independent examiners appointed by the Secretary of State. In such a case it would be desirable to charge a fee for the examination, as was done in the case of the British survey, in order to cover the extra expense.

80,516. The only place in India where geology was being seriously taught was in Calcutta, and there only on theoretical lines. There was no doubt that the standard of teaching of geology in India could not at present be compared with that in England. But every now and then an Indian candidate would be discovered of exceptional ability, which would counterbalance the disadvantages of his training, and it would not be fair to prevent such a man from competing in the ordinary way for the geological survey. The system he had suggested would act rather as a filter. The candidate would not be allowed to appear until he had satisfied the director by oral examination that he was in every way a suitable candidate both in geological knowledge and in personal characteristics, and with a statement of that kind before the Secretary of State it seemed quite fair that a competitive examination should be held.

80,517. The only other system he could think of would be to allow for that particular year the Indian

candidate to be selected in India without consideration of candidates that might appear in England, but under that system the very best man in England might be missed. In every post in India the very best man was required, whether an Indian or an Englishman.

80,518. It was a dangerous thing to give a young man a Government scholarship on the understanding that he was going to obtain a certain appointment afterwards. It made it very difficult indeed to refuse an appointment, and it might be found that the candidate was unsuitable, and consequently there would be a discontented man. He thought the scholarship system had done a serious amount of harm. On the last occasion he had before him a candidate who had been sent to England with a scholarship of 150*l.* a year to go through a course of mining. At the end of that course he appeared as a candidate for the geological survey and for an inspectorship of mines. He failed hopelessly in the oral examination, and was not qualified to take a post of inspector of mines as he had never served underground, and did not hold a mine manager's certificate. This was a hard case. The State had tempted this young man with 150*l.* a year, and had thus seriously damaged his career. It was bad for the boy and expensive for the State, though the expense was a small matter comparatively.

80,519. It had always been his opinion that the subordinate service might advantageously be enlarged for the purpose of recruitment of Indians. He would like that enlargement to be effected slowly and in accordance with the results of experience.

80,520. In 1903-4 two assistants were appointed by him, and they had since proved to be unqualified successes. He had no idea to what extent they had developed as pure geologists, but he was perfectly sure that the Government had no more loyal and devoted officials, and he was certain that the director of geological survey had no more desirable and trustworthy colleagues. With the gradual enlargement of the class of sub-assistants it should be possible to obtain a small proportion suitable for promotion to the higher grade, and in such cases the nominations should be made by the director of the geological survey. He was not prepared to say that those nominees ought to be made to face a competitive examination. After a man has attained a certain degree of seniority and had specialised it might be unfair to put him into competition with a fresh student from the university. He would leave the method of selection to the director of geological survey who made the nomination, as he was quite sure the director knew his men, and that amongst those sub-assistants there would be a certain number who were extremely good at purely mechanical work in their own line, though possibly not quite suitable for promotion to the grade of officers.

80,521. He would make no rule as to length of service before promotion, nor would he suggest that the promoted man should go through any further course, but he should given the privilege of coming to England under the usual study leave rules.

80,522. He agreed that the salary of the department was inadequate, and that that had an influence upon the field of selection. A partial answer to that question could be obtained from a consideration of the quality of the recruits. It had been found that the Indian service did not attract men away from the home geological survey in spite of the lower pay in England. In the home service they began at 120*l.* a year and could rise to 1,000*l.* a year. In October of last year Mr. R. W. Palmer was appointed, and there were then two other candidates that he would readily also have accepted. Notice was soon afterwards given of a vacancy on the English survey, and in the following December, when another candidate was required for India, the two candidates preferred to face the competitive examination in England rather than accept the certainty of an appointment in India. The numbers were small and variable, but he had no doubt in his mind, and Dr. Teall told him that he had no doubt in his, that the home service, in spite of its lower pay, attracted on an average a better candidate than the Indian service.

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80,523. He could not say that if the scale of pay was increased in India the field of recruitment would be proportionally enlarged, as he was not sure that pay was the only cause. There was a certain prejudice against India, partly due to sheer ignorance, and partly due, possibly, to the unfair criticism nowadays in the House of Commons, which was the only time the public heard of Indian officials.

80,524. The witness's views with regard to the Indian scale of pay were put forward in 1905 in proposing a scheme of reorganisation, but the finance department failed to realise that the rates then proposed represented a minimum. Since his retirement from the service experience showed him that he had under-estimated rather than over-estimated the scale of payment required to secure suitable men. In the first place, he thought it was necessary to raise the initial pay from Rs. 350 to Rs. 500. Next to the initial pay, the pay of the director was the most important feature for consideration, and that he should fix at Rs. 3,000. The intermediate scale of pay was less important and might be made a little more elastic to meet the great variations in the rate of promotion that always marked a small department. Experience since 1905 showed the necessity of increasing the number of superintendents, as that was the highest grade that all except one of the best could hope to obtain, and the maximum pay of that grade he should fix somewhere about Rs. 2,000. For the increments and limits of the junior grade a scale could be drawn up in accordance with the experience of the past ten years and a margin might be provided to deal with hard cases due to possible bunching at the top of the list. The pension was an even more important question.

80,525. (*Sir Murray Hammick*) It would be a serious mistake to permit officers to engage in general private practice. The demand would be for two or three officers only, and they would ordinarily be the best and their services would not always be available for the Government. No system of control could ensure an even distribution of private practice, as most cases would be suitable only for the officers with a special knowledge of mining and economic mineralogy. The remaining officers, whose work was purely scientific, but none the less important in the long run for the mineral development of the country, would never be employed by companies and accordingly would have a real grievance. To permit private practice would tend to encourage some officers to spend more energy in keeping their qualifications before the eyes of the public than in meeting the requirements of Government.

80,526. The present system of allowing an officer to take his pension after 20 years' service had the advantage that it enabled men to compete for professorships in England. These were generally filled before the candidate passed the age of 45. Thus a member of the geological survey of India would be eligible for a professorship in England after about 20 years' service, but would not be eligible if he stayed for another five years. The difference between the pension at 20 years' service and the full pension was 87l. a year, and obviously it would be very unwise for a first class geologist to forego the chance of earning 600l. to 1,000l. a year, with opportunity and time for private work in England, in order to wait for another 87l. a year. Therefore the 20 years' pension was obviously a great temptation for a good man to go. He should keep the 20 years' pension as at present. It was sometimes desirable that a man should be encouraged to go and it should not be made hard for him to do so. At the same time the maximum pension ought to be raised to about Rs. 7,000 and the superintendents ought to be granted an extra bonus of Rs. 1,000, which was now given to superintending engineers in the public works department. It had to be remembered that without luck as well as ability no officer could expect to pass the superintendent's grade.

80,527. The system of reorganisation that he drew up in 1905 made provision for a time-scale. The assistant superintendents should have a separate time-

scale, and promotion to the superintendents grade should be by selection.

80,528. (*Sir Valentine Chirol*.) It would be rare for some years to come for any very able Indian to qualify for appointment in India. He hoped that in time it would not be rare, but it would be many years before the educational opportunities for geology in India could in any way approach those in England, not because of the want of teaching but because of the natural advantages of England for learning geology.

80,529. His proposal was that, if the director of the geological survey in India could nominate a candidate from India, that candidate should go through a competitive examination. But if the director said he had a man in India with the requisite qualifications and in every way suitable, then, on his responsibility, and with the permission of the Government of India, that man could be appointed at once if he was good enough. The service wanted men who were good enough, not necessarily the high-flyers.

80,530. (*Mr. Abdur Rahim*.) Under the system of examination for the department in England candidates sent in their applications with full statements of their qualifications and testimonials, and the director of the geological survey nominated those whom he thought were fit to sit for a competitive examination. The director satisfied himself that the candidate was suitable, both as regarded geological knowledge and personality. He was not sure whether the candidate was interviewed, but testimonials were obtained and private inquiries made at the universities. There was no doubt that under that system very satisfactory men were obtained for the English survey. His own system with regard to candidates for India was approximately the same, except that he did not give the purely competitive part the same weight.

80,531. If Indian candidates came over to England to undergo a training and sat for the examination in England they would have exactly the same chance as any other candidates. He would not shut the door to any subject of the King. What he proposed was merely additional facilities for the Indian students who were unable to come to England to face the competition. He wished to give them an opportunity of having their qualifications considered in India. The director in India would apply the same process of selection as was applied in England, or a better process if he could think of one. The director of the geological survey in India knew every promising geological student in the country.

80,532. There were competent geologists in India outside the service whom private firms could consult. He had had two students under him, one of whom he had recommended to the education department for a lectureship. The other he had considered too good for Government service and had offered him facilities for private work. The one in the educational department was probably now getting Rs. 250 a month, while the other, who had been completing an investigation for some friends to whom he recommended him, had been getting Rs. 1,500 a month and had retaining fees from other firms.

80,533. If Government officers were allowed to undertake private practice, scientific geology would suffer, amongst other ways, in that firms would not put their information at the disposal of the Geological Survey Department. They would be afraid that the officers who had access to their information might be employed by a competing company. In the present circumstances any company in India would place at the disposal of the director all the information it had at its disposal.

80,534. (*Mr. Macdonald*.) He doubted whether the impetus to the study of geology at Calcutta and other places in India would be appreciable if the director was allowed to nominate men in India for appointments to the department. The impetus would come more from the enlargement of the subordinate service, because a larger number of men would certainly qualify for that. The real impetus came from the development of the mineral industries of India as a whole and the increased prevalence of private work. The department could only absorb a very small number of men, not

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nearly enough to excite the ambitions of a big community.

80,535. The allurements of Government service had a greater influence on students in the universities and colleges in India than those of private practice, possibly because people were always willing to pay very heavily for a certainty.

80,536. The geological education in Calcutta was more theoretical than the average training in Great Britain, but it need not remain so if they continued the system he adopted when director of picking out the good men and training them in the geological survey. Arrangements were still made to bring certain selected students from Calcutta to parts of India where the field for study was better, but the excursions were quite short for demonstration purposes, and that could not possibly take the place of long-continued practical training. Nothing of that kind could replace the geological atmosphere of certain areas of the world, as, for example, England. It did, however, give students a first-hand acquaintance with field-work and geological survey. It was difficult to make comparison between the training in India and that at Oxford or Cambridge, because in England the students during their vacations spent a great deal of time in the field, and the field of course was accessible, whereas it was a long way from Calcutta to the nearest geological exposure, and that was only of one type. England happened to be a little geological museum in itself.

80,537. The same kind of work was being aimed at in Calcutta as in England and the same good teaching was being given, and as long as the professor was also a member of the geological survey the same good work would be carried on.

80,538. To a certain extent it was true to say that one of the reasons why the development had not been more marked was that there were not sufficient openings to give inducements to geological students. Men who went through a practical training in mining had a larger number of openings in India, but the geological students in Calcutta very rarely took up mining, as they had to work underground.

80,539. (*Mr. Fisher.*) He looked forward to an enlarged recruitment of the upper service from the subordinate service, but that would not be accompanied by any increase in the cadre of the other service. He should increase the subordinate service without altering the present number of the upper service. The greater the number of promotions from the subordinate service, the fewer posts recruited in England, but he could give no idea of the number of subordinates who would be appointed, because it was a matter that would have to be taken up gradually and as the result of experience.

It would be unwise in a small department to lay down rules as to numbers. The way in which a small department disturbed the budget was unimportant. That was one of the reasons why a big department had to have definite rules and numbers. In a small department more elasticity was required, both in numbers and the kinds of appointment.

80,540. During his time in India there had been only two men in the subordinate service fit for promotion to the higher service, and they had not passed the stage at which he could reasonably consider their promotion. As subordinates they were as perfect as any men he had met. Whether they had since developed a sufficient amount of geological knowledge and judgment to undertake the superior work he was not able to say at present.

80,541. (*Mr. Sly.*) Generally the geological student completed his university course and took his degree at the age of 22, and might get through a year of post-graduate work at 23 or 24. The candidates had usually been about 24 years of age, and the average age of appointment to the survey had been a little higher. He considered it desirable to retain the present age limit of 25 so long as the study leave rules were maintained. He was totally opposed as a rule to young men being appointed over the age of 25, because if a man was good enough for the service he had shown his qualities before that age. He could always be given study leave later to develop any special line for which he showed an aptitude. To send a scientific man out at a later age meant that his habits were fixed. He was not ready at a late age to submit to the requirements of discipline, and it was difficult to accommodate him to Indian conditions. The best results in the geological survey had been got from young men.

80,542. The English service was about the same size as the Indian service, but the annual requirements were probably a little less. He had never known three vacancies in the English service at once. When there was a vacancy there was an examination.

80,543. (*Lord Ronaldshay.*) He did not think that for the grade of sub-assistant the best products of the Indian geological schools would be obtained, and he hoped in time men would be turned out in India too good for sub-assistants. He did not regard promotion as a permanent method of recruiting Indians to the superior service, but only as one way of giving students an immediate opportunity.

80,544. (*Sir Murray Hammett.*) He had not considered any scheme for instituting geological courses in parts of India other than Calcutta, Madras, and Bombay.

The witness withdrew.

#### Note.

80,545-748. Attention is also invited to the evidence given by Mr. F. C. Drake, Secretary in the Revenue and Statistics Department of the India Office, on Monday, 4th May 1914. This will be found generally in paragraphs 66,679-66,719 in the section of Volume XV. relating to the Forest Service, and in particular in paragraph 66,695. Mr. Drake also put in the following statement with special reference to the Geological Survey of India Department:—

*Statement to show the Number of Officers appointed by the Secretary of State to the Geological Survey of India Department from 1904 to 1914 (end of April) inclusive.*

Year.	Europeans.	Indians.
1904	1	—
1905	4	—
1906	4	—
1907	1	1
1908	—	—
1909	—	—
1910	1	—
1911	2	—
1912	—	—
1913	1	—
1914	—	—
(to end of April)		
Total -	14	1

## APPENDIX I.

## LIST OF APPENDICES.

I.—STATEMENT of the CIVIL APPOINTMENTS on Rs. 200 a Month and over held by EUROPEANS, ANGLO-INDIANS, and INDIANS, on the 1st April 1913, in the GEOLOGICAL SURVEY OF INDIA.

II.—CONDITIONS for INDIAN GEOLOGICAL SURVEY APPOINTMENTS.

III.—OFFICIALS and NON-OFFICIALS who furnished WRITTEN EVIDENCE to the ROYAL COMMISSION in connection with their INQUIRY into the SURVEY OF INDIA DEPARTMENT, but who were not ORALLY EXAMINED.

## APPENDIX I.

STATEMENT of the CIVIL APPOINTMENTS on Rs. 200 a Month and over held by EUROPEANS, ANGLO-INDIANS, and INDIANS, on the 1st April 1913, in the GEOLOGICAL SURVEY OF INDIA DEPARTMENT.

Pay.	Number of Employés in each Grade or Class.															
	Total.	Europeans.	Anglo-Indians.	Hindus (including Sikhs and Parsis).										Muhammadans.	Indian Christians.	Buddhists.
				Brahmans (including Shetris).	Kshatriyas.	Kayasthas (including Pathans).	Baniyas and Vaisyas.	Sudras.	Other Hindus (i.e., other than those shown in cols. 5 to 9).	Total Hindus (cols. 5 to 10).	Sikhs.	Parsis.	Total Hindus, Sikhs and Parsis (cols. 11 to 13).			
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.	17.
Rs.																
200—300	1	—	—	—	—	—	—	—	—	—	—	—	—	—	1	—
300—400	2	12	—	—	—	—	—	—	—	—	—	—	—	—	—	—
400—500	2	12	—	—	—	—	—	—	—	—	—	—	—	—	—	—
500—600	3	3	—	—	—	—	—	—	—	—	—	—	—	—	—	—
600—700	4	3	—	—	—	1	—	—	—	1	—	—	1	—	—	—
700—800	3	3	—	—	—	—	—	—	—	—	—	—	—	—	—	—
800—900	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,000—1,200	1	—	—	—	—	—	—	—	1	1	—	—	1	—	—	—
1,200—1,400	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,400—1,600	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
2,000—2,500	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	22	19	—	—	—	1	—	—	1	2	—	—	2	—	1	—

## APPENDIX II.

## CONDITIONS for INDIAN GEOLOGICAL SURVEY APPOINTMENTS.

The Geological Survey Department is at present constituted as follows:—

## Monthly Salary.

	Rs.	Rs.	Rs.
1 director	2,000		
3 superintendents	1,000 rising by 80 to 1,400		
15 assistant superintendents:—			
For the first five years	350	30	500
Thereafter	500	50	1,000
1 chemist	500	50	1,000

A local allowance of Rs. 150 per mensem is granted to the officer doing the work of palæontologist at headquarters. The officer holding the appointment of museum curator receives special Presidency house-rent allowance of Rs. 150 per mensem.

No allowance of the nature of exchange compensation will be given.

2. Appointments to the Department are made by the Secretary of State for India. They will usually be made about July of each year, and the probable number of appointments will, if possible, be announced about two years in advance. The age of candidates should not exceed 25. Every candidate must be in sound bodily health, and will be required to satisfy the Medical Board at the India Office of his physical fitness in all respects to perform the duties of the Geological Survey, which involve considerable fatigue and exposure. It is desired to secure a candidate who is unmarried, and has not the intention of marrying within three years of his appointment.

3. Besides a good general education, a sound education in geology is essential; a university degree and a knowledge of French or German will be regarded

## APPENDIX II. (continued).

as important qualifications, and certificates of a high moral character will be required.

4. Candidates must also have had one or two years' practical training in mines, or in technical laboratories, as may be required by the Government of India.

5. First appointments are probationary for two years, at the end of which time the probationer, if found qualified and continued in the Department, will reckon his service for leave and pension from the date of arrival in India.

6. A first class passage to India is given subject to the condition that its cost shall be refunded in the event of an officer resigning the service, on grounds other than certified ill-health, before the expiry of the period of probation. If, on the expiry of the period of probation, the officer's service is determined, or if he is compelled by certified ill-health to resign the service before such expiry, he will be provided with a free first-class passage back to England. Pay commences from date of arrival in India. Travelling allowances regulated by the rules applicable to the Department are allowed at a rate calculated to cover actual expenses of tentage and locomotion.

7. Under ordinary circumstances all assistants, unless they have special claims from previous training and experience elsewhere, will enter the Department in the lowest class, on a salary of Rs. 350 per mensem. This will increase annually at the rate of Rs. 30 per mensem for the first five years; thereafter at the rate of Rs. 50 per mensem, until the limit of pay for the grade, namely, Rs. 1,000 per mensem, is reached, the first increase to be from the date on which the assistant shall be declared to have passed the ordinary

examination in the language of the country by the first or lower standard, according to the general rules provided for such examinations.

8. This annual increase will in all cases be granted only on the certificate of the Head of the Department that the assistants so recommended have proved fully deserving of the promotion by the intelligence and zeal with which their duties have been performed.

9. Promotion to the grade of superintendent will depend on qualification and merit and on the existence of vacancies in that grade. In the case of an officer who joined the Department before the end of 1893, but not in the case of one who joined later, the following rule applies, viz., that he may, if specially qualified, count all service on the maximum pay of a grade towards increment in the salary of the next higher grade.

10. While local experience and training must always hold a very prominent place in estimating the position or the promotion of assistants, it must be distinctly understood that mere seniority of service, unaccompanied by proved ability and steady devotion to duty, gives no claim to promotion into the higher grades of the staff of the Survey.

11. The leave, leave allowances and pensions of officers of the Department will be governed by the provisions of the Civil Service Regulations applicable thereto. These regulations are liable to be modified by the Government of India from time to time.

India Office,

August 1913.

## APPENDIX III.

OFFICIALS and Non-OFFICIALS who furnished WRITTEN EVIDENCE to the ROYAL COMMISSION in connection with their INQUIRY into the GEOLOGICAL SURVEY OF INDIA  
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1. N. D. Dara, Esq., Assistant Superintendent, Geological Survey of India.

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APPENDIX TO THE REPORT  
OF  
THE COMMISSIONERS.

VOLUME XVIII.

MINUTES OF EVIDENCE

RELATING TO THE

INDIAN MINES DEPARTMENT

Taken at Delhi,

WITH

APPENDIX.

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AT DELHI, TUESDAY, 11th NOVEMBER 1913.

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# MINUTES OF EVIDENCE

## TAKEN BEFORE THE

# ROYAL COMMISSION

### ON THE

# PUBLIC SERVICES IN INDIA

### RELATING TO THE

# INDIAN MINES DEPARTMENT,

At Delhi, Tuesday, 11th November 1913.

#### PRESENT

THE EARL OF RONALDSHAY, M P (*in the Chair*)

SH MURRAY HAMMICK, KCSI, CIE  
SH THEODORE MORISON, KCI E  
MAHADEV BHASKAR CHAUBAL, Esq, CSI

ABDUR RAHIM, Esq  
J RAMSAY MACDONALD, Esq, M P

M S D BUTLER, Esq, CVO, CIE (*Joint Secretary*)

G F ADAMS, Esq, MICE, Chief Inspector of Mines

*Written Statement\* relating to the Indian Mines Department*

80,744 In reference to letter† No 1509-1512-142, dated the 28th February 1913, received from Mr H A. F. Lindsay, ICS, Under-Secretary to the Government of India, Department of Commerce and Industry, to the effect that officers of the Department of Mines in India might address you upon points raised in the schedule attached to the letter, a copy of which is hereto attached, we, three of the four gazetted officers, have the honour to so address you in reference to the Department

80,745 (I.) *Methods of Recruitment*.—We are satisfied with the present methods of recruitment

80,746 (II.) *Systems of Training and Probation*.—We are satisfied with the system of training and with the system of probation which has been fixed at two years in ordinary cases

80,747 (III.) *Conditions of Service*.—We are satisfied with the conditions of service

80,748 (IV.) *Conditions of Salary*.—We are not satisfied with the conditions of salary. There are now three grades of officers, viz. —(a) one Chief Inspector of Mines, (b) Inspectors of Mines in charge of Circles, and (c) Junior Inspectors in Mines

The grade of Junior Inspectors has lately been sanctioned by the Secretary of State on a pay of Rs 500–40–700, and one officer is about to be appointed. The Chief Inspector was consulted upon the matter, and considered that this would be a suitable pay on which to induce competent men to accept the post at the present time. As, however, we are now asked to address you on the subject generally, we consider that we ought to point out that in view of the fact that our Department is small numerically, a junior inspector who has attained the maximum pay might have to wait for many years before he could be promoted, with the result that on such a pay he would be almost certain to leave the Department and obtain other work, which would adversely affect the Department. We consider that in such a case, a junior inspector should receive increments up to Rs 1,000

\* This statement was signed by Mr G F Adams, Chief Inspector of Mines in India and Messrs R R Simpson and C J E David, Inspectors of Mines in India. Mr G. C. Leach, Inspector of Mines in India, being on furlough, did not sign

† Not reported

We have lately represented to the Government of India that the pay of inspectors in charge of circles should be Rs 800–100–1,000 and then Rs 1,050–50–1,500, which has been the personal pay of some of them, and we consider this a suitable pay. Should, however, in future this grade be filled by an officer who had previously been a junior inspector his initial pay would be larger if effect had been given to the proposal in the foregoing paragraph

The two Chief Inspectors of Mines who held the office previously to the present occupant received Rs 2,100 and Rs 2,000 respectively, and the Government of India two years ago, when the present occupant was promoted, suggested to the Secretary of State that the pay of the Chief Inspector of Mines should be permanently fixed at Rs 2,000. It has, however, been sanctioned at Rs 1,750–50–2,000. We understand that the Government of India are about to approach the Secretary of State again on this matter, but we do not consider that the Chief Inspector of Mines is adequately remunerated under a pay of Rs 2,000–100–2,500. In stating this we look to the greater emoluments enjoyed by Superintendents or General Managers of Mines, to the value of the work done, specially the work done in connection with the advising of local governments as to the support to be left in mines under land acquired for railways and other public purposes, to the fact that the Department is increasing in importance, and to the leading position in the mining world which the Chief Inspector of Mines has to maintain at Dhanbad. On a fixed pay of Rs 2,000 the Chief Inspector of Mines, for the whole of British India, cannot reach the maximum pay of a deputy commissioner or collector in the Indian Civil Service, and to properly maintain his position he has greater expenses. An Inspector of Mines on Rs 1,500 who was promoted to be Chief Inspector on Rs 2,000 would, owing to the increased house rent and the greater expenses generally, only better his position to a small extent, and on the pay now sanctioned his position on promotion would not be so good

80,749 (V.) *Conditions of Leave*.—We are satisfied with the conditions of leave except that, owing to the fact that officers of this Department may join comparatively late in life, we consider that the rule that an

11 November 1913.]

Mr. G. F. ADAMS.

[Continued.]

officer should serve eight years before taking an ordinary furlough should be dispensed with for this Department, and that officers, subject to the rule of having served three years' continuous service should be permitted to take such furlough as they may have earned. This opinion is based on actual experience of what has happened in this Department to its detriment.

We feel that it would be a great boon to officers generally, especially to those on a small pay, if an officer could, at his option, take a proportion of the furlough due to him on full pay, being debited with a double period of time, that is to say, if an officer who had 16 months' furlough due to him took six months on full pay he would be debited with a year's furlough, and would, on resuming duty, have only four months still due to him. As an alternative he might take a period on three-quarters of full pay and be debited with one-and-a-half times the period. Owing to modern rapidity of transit there does not appear to be a desire to take furlough for such long periods at one time as formerly.

80,750. (VI.) Conditions of Pension.—We are not satisfied with the conditions of pension. The officers of this Department consider it a very great hardship that, being qualified engineers, they should not have the privilege accorded to other engineers and geologists in India as laid down in Articles 476 and 641 of the Civil Service Regulations. For they claim that their work is as arduous, if not more so, than the others. Moreover, daily, or almost daily, inspection of mines is work which an elderly man, whose health is somewhat impaired, cannot do properly and thoroughly, and it is far better that such a man should go, than that he should work out his time for pension in a perfunctory manner. The only argument against it is that the inspectors may leave after 20 years' service to obtain other employment, but we do not think that this argument ought to weigh against those we have brought forward and against the idea of making the service attractive to the best men available.

We are of opinion also that the Chief Inspector of Mines in India should be added to the list of officers holding superior posts who are entitled to the additional pensions laid down in Article 475 of the Civil Service Regulations.

Over and above this we consider that the pensions of all the European services which are outside the Civil Service, with which we are not concerned, should be raised. For in view of the fact that the cost of living has so increased all round, it is impossible for an officer, who properly maintains his position, to save any sum the interest on which would be any material increase to his pension. It is true that a provident fund has recently been started, but only those who are now very junior men will obtain any real benefit from it, and even to them the interest on the money cannot be a great addition to pension. We do not consider that 433*l.* a year is an adequate pension for an officer who has held a good position in India, to maintain himself and family properly in England to-day, the standard of living in England having increased, and the cost having increased just as the cost has increased in India since the date on which this pension was decided upon.

80,751. (VII.) Such limitations as may exist in the employment of non-Europeans.—We are of opinion that, as the most important part of the business of the Department of Mines has to be transacted with qualified English mining engineers, the gazetted officers of the Department should also be qualified English mining engineers.

*Supplementary Written Statement by Mr. G. F. Adams.*

80,752. As requested in the second paragraph of your letter, dated the 1st August 1913,\* to the Secretary to the Government of India in the Home Department, and in continuation of this Department's letter No. 2347 G., dated the 2nd April 1913, I have

the honour to submit memoranda under the nine heads specified.

80,753. (I.) Methods of Recruitment.\*—The gazetted officers of this Department, which was instituted in 1901, are qualified mining engineers, and all but one, who was the first chief inspector and who is now no longer in the Department, have held first-class certificates as colliery managers under the English Coal Mines Regulation Act of 1887. Altogether there have been eight officers connected with the Department, of which one (the first chief inspector) was recruited from the Geological Survey of India, in which Department he was a mining expert. The second and third chief inspectors were H.M. Inspector and H.M. Assistant Inspector of Mines in England respectively, and have returned to England. The present and fourth holder of the office of the Chief Inspector of Mines in India, and previously an Inspector of Mines in India, was one of H.M. Assistant Inspectors of Mines in England. One inspector has retired (he was one of H.M. Assistant Inspectors of Mines in England). Of the present three inspectors one was recruited from the Geological Survey of India, in which Department he was a mining expert, and the two others were in the employ of railway companies in India as mining engineers.

80,754. (II.) System of Training and Probation.—The system of training of mining engineers in England is that either they are articulated as pupils to a firm of mining engineers, or go through a course at a School of Mines. In either case practical work has to be learnt in addition at mines, after which, if the necessary experience has been gained in a coal mine, the candidate may appear for a certificate of competency under the English Coal Mines Regulation Act. The period of probation in this Department has, in the case of the officers recruited from the English inspectorate, been three years. In the case of the officers who were recruited from the Geological Survey of India, there has been no period of probation. In the remaining two cases the term of probation has been in one case three years, and in the other case two years, which has recently been extended for another two years on the ground of ill-health.

80,755. (III.) Conditions of Service.—The conditions of service are that an officer must serve 30 years or attain the age of 55 before he is able to draw a pension.

80,756. (IV.) Conditions of Salary.—With the exception of the pay of the first Chief Inspector of Mines in India, which was fixed by the Secretary of State at Rs. 1,200–100–1,600, and that of the present Chief Inspector of Mines in India, which was fixed by the Secretary of State at Rs. 1,750–50–2,000, each officer of this Department has received a personal pay. The second and third Chief Inspectors of Mines received Rs. 2,100 (Rs. 2,000 first year) and Rs. 2,000 respectively, and each served a period of three years. The inspector who has retired received for the first three years Rs. 650–50–750, and afterwards Rs. 1,000–100–1,600. Of the three inspectors now in the service, one received Rs. 900 the first year and then Rs. 1,000–50–1,500 and is now drawing Rs. 1,300. The two others are on pays of Rs. 800–100–1,000 and are each now drawing Rs. 1,000. In the case of the senior of these two inspectors and of the Chief Inspector of Mines, Government have recently addressed the Secretary of State for an increase of pay (personal). The present Chief Inspector of Mines, when Inspector of Mines in India, received Rs. 800–100–1,000 for three years and then Rs. 1,100–50–1,500.

80,757. (V.) Conditions of Leave.—The conditions of leave are those laid down in Chapters 11, 12, and 13 of the Civil Service Regulations.

80,758. (VI.) Conditions of Pension.—The conditions of pension are those laid down in Chapters 15–19 of the Civil Service Regulations, the amount being regulated by Article 474.

80,759. (VII.) Limitations in the employment of non-Europeans.—Non-Europeans have not been

\* Not reprinted.

\* See also notice issued by the Secretary of State for India relating to a vacancy in the Mines Inspection Staff, Appendix I.

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[Continued.]

employed at all as gazetted officers in this Department, and there is no division in this Department into Imperial and Provincial Services.

80,760. (VIII.) Relations of the Service with the Indian Civil Service and other Services.—The officers of this Department work quite independently of all other services. The Department is under the direct control of the Government of India in the Department of Commerce and Industry.

80,761. (IX.) Other Points.—The work of the Department is (a) the administration of the Indian Mines Act, which applies to both coal and metalliferous mines and to quarries or open workings which exceed 20 feet in depth, and (b) the advising of Local Governments as to the restriction of the working of mines, which are worked under land acquired for railway and other public purposes. This procedure is laid down in an Act known as the Land Acquisition (Mines) Act.

Mr. G. F. ADAMS called and examined.

80,762. (Lord Ronaldshay.) The witness said he had held the position of Chief Inspector of Mines for nearly three years. In 1894 he was appointed Assistant Inspector of Mines for the Home Office in the South Wales District. In 1902 he was lent to India for three years, and in 1905 left the home service altogether on condition that his pension was paid as from 1894, and that he received a salary of Rs. 1,050, rising by Rs. 50 to Rs. 1,500. As he had compensation allowance during the first three years and did not receive it afterwards, instead of starting at Rs. 1,050 he was allowed to start at Rs. 1,100. The pay of the post had never been fixed, each inspector of mines being now on personal pay. He thought a regular scale of pay should be introduced for the Department because as it stood to-day it was on a very unfair basis. For instance, Mr. Simpson, the senior inspector, was offered Rs. 800 rising to Rs. 1,000, but refused it and said he would take Rs. 900 rising to Rs. 1,500, and in three days he got what he wanted. When Mr. Leach came on it never occurred to anyone that he would not get the same, but he had only just gone on from Rs. 1,000 after three years. Both those officers were in charge of districts and doing the same work, equally capable men, and yet one was getting Rs. 300 a month less than the other. Mr. Leach would not draw full pay until he was 48 years of age. Up to the present time it had really been a matter of bargaining owing to the fact that the Department had always been filled by outsiders. Now that the grade of junior inspectors had been sanctioned he hoped the Department would be recruited by promotion. The appointment of the Chief Inspector of Mines was now fixed, and it was time that that of the inspectors was fixed also.

80,763. The witness considered that the scale suggested in the Written Statement (paragraph 80,748) was the minimum pay which would attract the class of man required to perform the duties, having regard to the salaries paid to mine managers and railway managers in India.

80,764. With regard to the duties of the Department, the witness said he had to administer the Indian Mines Act, and to advise local governments as to the restrictions on the working of mines, and also had to advise on mining education. He was Chairman of the Mining Educational Advisory Board, and was on the Board of Governors of Sibpur College. It was also expected that he would take a large part in the new Sanitation Act and Water Bill, so that he had a certain amount of miscellaneous duties incidental to mining.

80,765. With regard to recruitment there had been no particular age up to the present, but he thought the ideal would be for the junior inspector to enter the Department when he was about 26, before which he could not have obtained the necessary practical mining experience, and if he came much later he could never get his full pension under the present rules.

80,766. With regard to the facility for instruction in mining the witness considered it would be impossible

To carry out the work, the whole of British India is divided into three circles, an Inspector of Mines being in charge of each. In each circle the greater portion of the work lies in the coalfields of Bengal and of Bihar and Orissa. The grade of Junior Inspector of Mines has lately been created. The introduction of the Indian Mines Act in 1901 met with very strenuous opposition, and much more has been effected in the improvement of methods of mining by persuasion and precept on the part of the inspectors than by the establishment of rules. In India moreover the inspectors have to play the rôle of consultant to an extent unknown in England. They have to take a prominent part on boards and committees relating to mining education and the improvement of professional knowledge, and have to lead mining thought in the country generally. It is therefore essential that they should be men of good general education in addition to being well qualified technically.

to get the necessary instruction in India, as Indian mining was not on a sufficiently large scale. If an Indian were sent to England at an early age to a good school, and then received regular training for eight or nine years at collieries, or four years at the Birmingham School of Mines and five years at collieries, a strong personality might be able to triumph over the fact that he was not an Englishman, but the average man would be hopelessly handicapped considering the persons with whom he would have to transact business. A great deal more had been done by argument and precept and talking things over than had been done officially in mining work. Most of the managers of the larger mines were English. At present educated Indians had not taken up the position of mine managers to any extent.

80,767. With regard to appointment of junior inspectors, the witness said the appointments were so new that the recruit had not yet come out. He was quite certain a recruit would not stay on at Rs. 700 a month; he would be snapped up by a colliery company. The witness would prefer to keep the grade at Rs. 700, and, after four or five years in that pay, he would give him a personal allowance. A 20-year service pension would enable an officer to retire at about 46 years of age, and the retired officer would, no doubt, find a commercial opening in England or elsewhere. Twenty years might be a short service, but it was the rule under which every other engineer in India worked, and Indian mining was extremely arduous on account of the heat. It had been laid down by a Royal Commission that 85° wet bulb temperature was about as much as a European could work in, but in the mines it was often 90°.

80,768. The witness pointed out that when an inspector of mines at Rs. 1,500 was promoted to chief inspector at Rs. 1,750 it was not altogether a financial gain, as he at once had to pay another Rs. 100 for his bungalow, and the house of the chief inspector was frequently resorted to for committees and conferences.

80,769. (Sir Theodore Morison.) The witness said there were very many openings at present for mine managers in India. The pay ran from anything between Rs. 2,000 to Rs. 3,000 a month for superintendents or general managers. They were all paid a salary and a commission on profits, which sometimes was much more than the salaries, and received free bungalows, horses, &c. This he had included in his estimate of Rs. 2,000 and Rs. 3,000. Mr. Pickering had put down the things received free at Rs. 300 a month.

80,770. With regard to the possibility of employing Indians, the witness said he had had some experience of the technical scholars who were sent to learn mining at Birmingham, and he thought that they had been rather misled. A man taking his B.Sc. at Birmingham required a very long practical experience before he was able to do anything. An examination for a colliery manager's certificate in India was of a very practical nature. A large committee was sitting shortly

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[Continued.]

in Calcutta to consider the whole question of mining education, and it was intended to found a new school of mines in the coalfields, and he hoped it would be founded not so much on Birmingham University as on some of the schools of mines free from university control such as those the Welsh coalowners had started in Great Britain.

80,771. (*Mr. Abdur Rahim.*) The witness said there were a great many mines in India managed by Indians, and numerically there were far more Indian than English colliery managers. He should say about 75 per cent. of the total managers were Indians, and that they produced about 25 per cent. of the output. The large English companies roughly formed 25 per cent. and turned out 75 per cent. of the output. Many of the Indians were not certificated, and only managed mines in which the output did not exceed 600 tons a month, but there were one or two large Indian mines which had Indian managers, and he did not think those managers had had any training except that which they gained by growing up with the industry. The most advanced Indian managers were from Cutch. He himself had managed a mine for a year or two before he became an inspector. To-day in England he did not think a man under 30 would have the slightest chance of being a colliery manager, and for a colliery there were at least 10 men with manager's certificates in England to-day.

80,772. (*Mr. Macdonald.*) The witness said that accidents in Indian mines were frequent. The death-rate per 1,000 people employed he thought was better than in England, but the death rate per million tons was worse owing to fatal accidents. The Department did not pay special attention to the bad mines as they were far off in Assam and Baluchistan, but endeavoured to inspect them once a year, and for the purpose of inspection he should like the staff increased; 80 per cent. of the accidents occurred in the coalfields of Bengal, and he believed the Department inspected 80 per cent. of the mines once a year. The qualifications of inspectors were quite satisfactory; one was M.Sc. in mining of Durham University, and the other two had been well trained in England. His desire was to create a junior staff from which to obtain the seniors; that he thought was a very good method as it produced men acquainted with the country. By a junior staff he did not mean a sub-inspector but something

similar to the junior inspectors in England. He did not think it possible to create a subordinate staff on the same lines as the new sub-inspectors in England to whom no guarantee of high promotion could be given. The men would necessarily be inferior and hold a somewhat ambiguous position. He would rather have a service of one cadre. An English trained man who had held a position in India for a year or two was a much better man than one who came straight out.

80,773. (*Mr. Chaubal.*) The witness said that Government did not make any revenue from his Department. Outside Bengal the minerals throughout India belonged to the Government, who received a royalty on them. In Bengal the minerals belonged to the Zemindars, who received the royalties, and Government received nothing except what might have been received at the time of the permanent settlement.

80,774. From 1893 down to the present, the cost of the Department had risen from Rs. 650 a month to somewhere about Rs. 5,000 a month, and he thought the revenue the Government of India were getting in royalties had very much increased also. That, however, was not due to the Department, which was more of an expert police service than anything else. The Department did not advise mine owners officially, but it was part of his agreement that as far as possible he should teach the art of mining. It was, however, necessary to be very careful, as mine owners were not compelled to adopt any suggestions made and had power to appeal against any order. If, however, a man was working a mine dangerously he would be ordered to stop.

80,775-843. With regard to training, the witness was of opinion that the training given in Geological Survey was not enough for an inspector of mines, and it was not possible to make the Mines Department a part of the Geological Survey. The great majority of the mines were coal mines, and no country in the world would have Government inspectors who were not equally qualified with the managers of the coal mines. He certainly would not advocate having inspectors in India who did not hold Colliery Managers' Certificates, because managers would resent very much being inspected by unqualified men. There was no payment on the part of mine owners for inspection, and as a matter of fact if they could they would rather not have it.

The witness withdrew.

## LIST OF APPENDICES

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II.—STATEMENT of the CIVIL APPOINTMENTS on Rs. 200 a month and over held by EUROPEANS, ANGLO-INDIANS, and INDIANS on the 1st April 1913 in the INDIAN MINES DEPARTMENT

## APPENDIX I.

NOTICE ISSUED IN JUNE 1913 BY THE SECRETARY OF STATE FOR INDIA RELATING TO A VACANCY IN THE MINES INSPECTION STAFF IN INDIA

The Secretary of State for India in Council invites applications for the appointment to the post now vacant in the Mines Inspection Staff in India, of which particulars are given below. Candidates should not be under 25 and not over 30 years of age, and should have had a good general education. They should hold a first class certificate of competency under the English Coal Mines Regulation Act, and should either possess a degree in mining at a recognised college in England or should have served a regular pupilage under a recognised Consulting Mining Engineer or Colliery owner. Applications should be addressed to the Secretary, Revenue Department, India Office, and should be submitted by the 31st July 1913 at latest. The officer appointed will probably be required to leave for India in September or October next.

*Junior Inspector of Mines*—Pay Rs 500 a month, rising by annual increments of Rs 40 to Rs 700 a month (equivalent, at the existing rate of exchange, to about 400l.—32½—560l. a year). The staff at present consists of a Chief Inspector, on Rs 1,750—50—2,000 (1,400l.—40l.—1,600l.), and three Inspectors (one on Rs 903—50—1,500, and the other two on Rs 800—100—1,000), each of whom has allotted to him a circle. The Junior Inspector is required to officiate for

Inspectors who are on leave, and when not so employed to work in one of the circles, under the Inspector of that circle.

In addition to the rates of pay set forth above, the Junior Inspector of Mines will be entitled to travelling allowances, under the conditions laid down in the Civil Service Regulations, in respect of journeys performed on duty, but he will not be entitled to house allowance and in accordance with recent practice he will not be granted exchange compensation allowance. He will be required to pass such examinations in a vernacular language as the Local Government may prescribe.

The officer appointed will be on probation for two years. If at the end of the period his appointment is confirmed, his service in India will count for leave, under the European Services Leave Rules, and pension, with effect from the beginning of the probationary period.

Free first class passage to India will be provided, and a return passage in the event of the appointment being terminated at the end of the probationary period, or in the event of the officer being compelled to quit the service in India at an earlier date owing to ill health certified to the satisfaction of Government.

## APPENDIX II.

STATEMENT of the CIVIL APPOINTMENTS on Rs 200 a Month and over held by EUROPEANS, ANGLO-INDIANS, and INDIANS, on the 1st April 1913, in the INDIAN MINES DEPARTMENT

Pay	Number of Employees in each Grade or Class															
	Hindus (including Sikhs and Parsis)															Total
	Total	Europeans	Anglo Indians	Brahmins (including Shettis)	Kshatriyas	Kayasthas (including Prabhus)	Banyas and Vanyas	Sudras	Other Hindus (i.e. other than those shown in cols. 5 to 9)	Total Hindus (cols. 5 to 10)	Sikhs	Parsis	Total Hindus Sikhs and Parsis (cols. 11 to 13)	Mulammedans	Indian Christians	Buddhists
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
Rs																
600—700	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
900—1,000	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,000—1,200	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,200—1,400	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,800—2,000	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	5	5	—	—	—	—	—	—	—	—	—	—	—	—	—	—

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